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CONTENT VALIDATING ORGANIZATIONAL EFFECTIVENESS CRITERIA FOR SOCIAL SERVICE ORGANIZATIONS

by

(C) PAULINE S. PETERS

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

OF MASTER OF HEALTH SERVICES ADMINISTRATION

DEPARTMENT OF HEALTH SERVICES ADMINISTRATION AND COMMUNITY MEDICINE

EDMONTON, ALBERTA

FALL, 1982

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Date.....Oct. 7, 1982.....

Abstract

The multi-faceted nature of the organizational effectiveness construct has fostered diverse opinions regarding its measurement; little research has been done which deals specifically with the effectiveness of social service organizations.

This study was undertaken to content validate criteria of organizational effectiveness for social service organizations in relation to the specific aspects of acquisition, retention and utilization of personnel and the presence of an explicit mandate.

A committee was formed to content validate the criteria; three groups of experts were represented: two groups of managers (district managers and organizational managers) of a social service organization, and one group of organizational theorists. The 205 criteria, identified through a literature search and interviews with social service managers, were presented to the content validation committee. A criterion was considered content valid when it received the agreement of 75% of the members in each of the three groups. Using this level of agreement 47 criteria were validated. The perspectives of all three groups of the validation committee were evident in the criteria that were validated.

The degree of assurance one can have in the content validity of the 47 validated criteria is a function of the

representativeness of the members of the validation committee and the social service managers interviewed. The generalizability of the criteria is limited by the choices of the district office level as the level of analysis, and by the decision makers as the organizational constituency. However, because the 47 validated criteria provide insight into the construct of organizational effectiveness, the major recommendation is that the methodology of this study be utilized for further investigation of aspects of organizational effectiveness not covered in this study, and thereby seek to obtain a sufficient definition of the universe of organizational effectiveness.

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CHAPTER I

INTRODUCTION

A. Statement and Importance of the Problem

Interest in organizational effectiveness is not a new phenomenon; however, there has been recent increasing research activity and debate on the topic. Even with the increasing volume of literature, there is little consistency as to the nature of the criteria used to measure the construct of organizational effectiveness. In the past, organizational effectiveness studies have most often been focused in private industry. Recently, with more emphasis on achieving optimum organizational performance in order to rationally allocate society's scarce resources, organizational effectiveness of public agencies has gained attention, as evidenced by the current literature (Goodman & Pennings, 1977). There is, however, a paucity of literature which deals specifically with effectiveness of social service organizations, and few criteria have been identified that measure the effectiveness of such agencies.

Development and validation of criteria which measure selected aspects of effectiveness in social service organizations were the foci of this thesis. The theoretical importance lies in obtaining a better understanding of organizational effectiveness by testing a methodology for

determining organizational effectiveness criteria. The practical importance lies in identifying criteria which measure effectiveness in social service organizations, and incorporating these into a measurement instrument that would enable comparison of the effectiveness of similar social service organizations.

B. Description of the Thesis

In a previous study by this investigator, which served as pilot work for this thesis, an attempt was made to identify global criteria (using the open-systems approach) which measure effectiveness of social service organizations. Thirty-five criteria were identified (see Appendix A) and presented to a committee of experts for content validation; five of these global criteria were validated. The five global criteria considered to be essential for a social service district office to be effective were:

1. to acquire, retain and utilize personnel with appropriate competence and skills;
2. to have an explicit mandate;
3. to establish a system whereby information is communicated within the organization;
4. to interact with other organizations in its environment;
5. to successfully acquire scarce and valued resources (finances, clients, personnel).

It was beyond the scope of the present study to further develop all five global criteria; therefore, the first two general criteria were selected as areas for which specific criteria measuring effectiveness would be developed. The first criterion was treated as three aspects, that of acquisition of personnel, retention of personnel and utilization of personnel.

The objectives of this thesis were as follows:

1. to develop specific criteria which measure effectiveness of social service organizations in relation to acquisition, retention, and utilization of personnel and in relation to having an explicit mandate;
2. to determine the degree of content validity of such criteria; and
3. to identify the data sources for measuring the validated criteria in a social service organization.

The criteria identified had their source in the literature and interviews conducted with managers from a large social service organization. These criteria were then presented to a content validation committee composed of three groups of experts representing managers at two levels of a social service organization and organizational theorists. The committee was required to judge which of the specified criteria were "necessary" (absolutely essential) for a social service district office to be effective. Subsequently, an instrument was developed to identify in the social service organization the sources of data that could

be used to assess the validated criteria.

C. Definitions

Criteria of organizational effectiveness were defined in this study as variables which measure the effectiveness of an organization.

The mandate of the organization was defined as the mission statement or overall statement of purpose of the organization.

The social service district office was the subunit of the organization responsible for the direct service delivery for a given geographical location. The district office was part of the larger social service organization.

Social service organizations were those agencies which provide generalized social services such as the traditional child welfare and income security programs. These organizations were also referred to in the literature as social welfare organizations.

D. Limitations

The results of this study are specific to Alberta social service organizations as defined, and thus without further study are not generalizable to other provinces or to the broader range of social service organizations such as hospitals, schools, and health clinics.

The social service managers interviewed during the phases involving development of the criteria and of the measurement instrument were not randomly selected. Therefore, they may not be representative of all social

service managers, and generalization of their responses may be limited.

In that the content validation committee members were not randomly selected, one cannot be assured that the results of this study are generalizable. A further limitation associated with the study may have its source in the validation procedure; this requested the respondent to identify the "necessary" not merely the "desirable" criteria from among those listed. It is not known to what extent the committee adhered to the definition of a "necessary" criterion as being absolutely essential (not merely desirable) for the district office to be effective. However, since the procedure used to validate the criteria was rigorous, and the committee represented three divergent groups, one can be reasonably confident that the findings have some utility for building a bank of essential criteria for measuring organizational effectiveness in social service settings.

The focal point of the organization chosen for determining criteria which measure effectiveness was the district office level. The organizational constituency considered was the decision makers, represented by managers of the social service organization. Limitations are posed by these factors such that the findings may not be generalizable to other organizational levels and other organizational constituencies. A recent major reorganization of the organization under study poses further limitations in

relation to the generalizability of the findings.

E. Organization of the Thesis

In Chapter II, literature pertinent to the development of criteria which measure effectiveness of social service organizations is reviewed. The methodology of this study is described in Chapter III, and the results and discussion are presented in Chapter IV. The final chapter contains a summary of the study, conclusions and recommendations.

CHAPTER II

REVIEW OF SELECTED LITERATURE

This literature review focuses on four major areas: organizational effectiveness of social service organizations; selected aspects of criteria which measure organizational effectiveness; global criteria chosen for study; and reliability and validity of measurement. At the end of the chapter a summary and conclusions section is presented.

A. Organizational Effectiveness of Social Service Organizations

Introduction

Social service organizations are considered to be part of the broad classification referred to as human service organizations. The overall societal mandate of such organizations is to improve, enhance, and maintain the well-being and general welfare of people (Hasenfeld & English, 1974). The organizational effectiveness literature specifically relating to social service organizations is reviewed, and, as well, selected literature from the broader topic of human service organizations is cited to provide a better understanding of how effectiveness in social service organizations can be assessed.

Gummer contends that "the analysis of social welfare organizations has been hampered by the lack of an appropriate conceptual framework" (1978, p. 349). One indication of this is the debate regarding the appropriateness of using the major organizational effectiveness frameworks – the goal model, or the systems model – in the assessment of social service organizations. A discussion of these frameworks and their limitations when applied to social service organizations provides an understanding as to why such debate exists.

Following the discussion of the aforementioned frameworks, an attempt is made to provide greater insight into the characteristics of social service organizations by reviewing literature which focuses on program evaluation in these organizations. Program evaluation is narrower in scope than organizational effectiveness; however, there are similarities in the two fields.

Models of Organizational Effectiveness and Their Limitations

There are two major models of organizational effectiveness found in the literature: the goal model and the systems model. The goal model, the most widely cited, emphasizes the relationship between the outputs of the organization and its goals (Georgopoulos & Mann, 1962; Georgopoulos & Tannenbaum, 1957; Mott, 1972; Perrow, 1961; Price, 1972). Proponents of the goal approach assess an organization according to how well the goals of the

organization are achieved. In defining "goals", two types are distinguished (Perrow, 1961) – those outlined in the charters (official or public goals), and those which are determined by operating policies (operative or private goals). The official goals are often more visible than the operative goals and hence are more easily measured; however, the operative goals, that is, the goals more closely aligned with the actual operation of the organization, may be even more important to evaluate.

The key variables associted with the goal model are goals, means (technologies) and outputs. The assumptions implied by the model are that the goals of the organization are clearly and concretely specified, and that widespread support for these goals among the key organizational members is present (Gummer, 1978). With human service organizations, however, goals are often vague, abstract, complex, changing and contradictory (Cameron, 1980; Gummer, 1978; Hasenfeld & English, 1974; Hoshino, 1973; Warner, 1967) and, therefore, the goal model becomes difficult to use.

The means (technologies) for achieving goals must be understood to the extent that one alternative can be distinguished from another (Perrow, 1961). In human service organizations, more than one technology can produce the same outcome, and further, there may be no obvious connection between the way the work is done, and the outcome (Cameron, 1980; Hasenfeld & English, 1974). The nature of casework, for example, is vague and diffuse, and it may even be hard

to identify the specific activities involved (Gummer, 1978). Thus, the usefulness of the goal model for understanding organizational effectiveness of human service organizations appears limited.

The outputs of an organization must be clearly visible and tangible in order to relate them to the organizational goals. The outputs of social service organizations are not easily identifiable and are often more qualitative than quantitative (Levine, 1978; Miringoff, 1980; Stein, Houghman & Zalba, 1968; Ward, 1977). There is difficulty in linking input with output and no easy way of establishing the relationship between outputs and goals (Newman & Wilsnack, 1970; Ward, 1977).

Many methods based on the goal model have been used for measuring organizational effectiveness. One of the methods frequently cited in the literature in relation to assessing the effectiveness of social service organizations is the management by objectives (MBO) method. Raider (1976) and McMahon (1981) presented discussions regarding the installation of the MBO method into social service organizations. Both authors suggested, however, that the MBO method was more useful as a tool for program planning and communication than as a technique to improve or measure the effectiveness of the organization.

The goal model approach to organizational effectiveness, then, appears to have limited use in social service organizations unless the goals are well defined, the

technologies for achieving goals are understood, and the outputs are clearly visible. Another model of organizational effectiveness – the open systems model – has often been used because it does not focus solely on goal achievement.

The systems model (also referred to as the open-systems model) emphasizes the interaction processes which occur between the organization and its environment, and has broad, general criteria relating to such areas as distribution of resources, resource utilization and an organization's consistency within itself. The application of the model most widely known is the systems-resource model which focuses on the bargaining power of the organization in acquiring needed resources (Etzioni, 1960; Katz & Kahn, 1978; Yuchtman & Seashore, 1967).

The use of most of the systems-resource models reviewed were associated with private industry. Cunningham (1978), however, studied seven public agencies and defined effectiveness as the agencies' abilities to respond to the organization's external environment, their potential and actual efficiency, and their bargaining capabilities. Molnar and Rogers (1976) maintained that resource acquisition (and the focus on bargaining power) was not appropriate to consider when dealing with human service organizations, and suggested that the ability of the agency to distribute its resources (provide services to the environment) should be considered. The emphasis on inputs in the systems-resource model, then, has created difficulties when the model is

applied to human service organizations. Cameron (1978) looked at the broader open-systems model when he studied the effectiveness of institutes of higher learning. His focus on institutional characteristics relating to acquisition of resources, the vitality and viability of internal processes and practices, and organizational outcomes and emphasis, appeared to be a useful one in studying human service organizations.

Although broader in focus than the organizational effectiveness frameworks, the approach taken by Gummer (1978) for the analysis of social service organizations had similarities to the open-systems approach since he viewed the organization essentially as a political arena where groups competed for the control of organizational resources. This power-politics approach focused on the groups' struggles for control of organizational resources and the impact this had on the structure and operation of the organization rather than on goals, technologies or outputs.

While many authors see a distinction between the two major models, others see the goal model as encompassing the systems model; for example, the systems-resource criterion – the organization's bargaining power for resource acquisition – becomes one more goal of the organization (Bluedorn, 1980). In contrast, other authors see the systems model as the encompassing one – the goals of the organization being one aspect of the systems' components (Levinson, 1966).

Accordingly, the approach to organizational effectiveness, to a large degree, depends upon which of the two major models (or adaptations of them) the researcher utilizes, as each approach uses different criteria to measure the effectiveness of organizations. However, there are problems with using either of the single approaches for evaluating the effectiveness of social service organizations. The goal model relies on clear goal statements which are difficult to formalize; the systems model, while providing a more appropriate framework for measuring the effectiveness of these organizations, relies on criteria which are abstract and often difficult to operationalize.

In contrast, Campbell suggested that models of organizational effectiveness "provide a means for looking at different parts of the effectiveness construct, and, rather than choose among them, we might better take advantage of their complementary insights" (1977, p. 35). Pennings and Goodman (1977) agreed with this conclusion as evidenced by their proposed conceptual framework of organizational effectiveness which allowed for inclusion of various attributes of the different models. The conclusion drawn by Campbell,and Pennings and Goodman implies, then,that less attention be paid to the type of model chosen, and more to the adaptation of the models to fit the particular situation under study. With this perspective, the organization becomes the focal point for deciding which model or models are

applicable.

Many of the problems and issues associated with the assessment of organizational effectiveness are not unique, and are being actively discussed in other fields. One of these fields, program evaluation, can aid in the general understanding of the explanations of organizational effectiveness, particularly since the literature base in program evaluation of social service organizations is much larger than the literature base on the organizational effectiveness of such organizations.

Program Evaluation

There is a growing body of literature dealing with the evaluation of social service programs. Program evaluation and organizational effectiveness differ in focus and in scope; however, Marshall (1980) has suggested that developments in the two fields have more similarities than differences, and that the development lines indicate increasing convergence. Even so, program evaluation and organizational effectiveness still are represented in the literature as two separate concepts.

Evaluation of a program in an organization provides assessment of one of the operations of the organization. One would not assume that even a summation of many (or all) program evaluations would provide a complete measure of an organization's effectiveness as this would not account for the interaction of the programs of the organization. For

example, some programs could be successful in an organization deemed ineffective overall and vice versa. However, the descriptions of program evaluation studies in social service organizations provide a better understanding of the nature of such organizations and their environment, the types of clients served, and the particular difficulties which occur in undertaking an evaluation.

Program evaluation literature relating to social service organizations began to appear in the United States in the late 1960's coinciding with the increasing demand for accountability of those administering public funds (Hoshino, 1973). There is considerably less Canadian literature.

Perhaps not surprisingly the goal model and systems model, and adaptations of them are the basis of many program evaluation studies (Bateman, 1968; Berg & Wright, 1975; Brody & Krailo, 1978; Lapatra, 1975; Levine, 1967; Levinson, 1966). Levinson's (1966) application of the goal model and the systems model to a hypothetical situation of a work employment program emphasized the different criteria needed for each approach. Utilizing the goal model the program was assessed in terms of numbers of employed trainees; the criteria used in the systems model, in addition to the number of employed trainees, included criteria such as attitudes of professional staff members and responses of new clients entering the program. Levine (1967) described research studies designed to evaluate social service programs on a national scale, and provided a discussion on

the role of theory, highlighting two general types of theories of relevance to social service organizations, content theory and methodological theory; that is, theories are needed to explain what to measure and how to measure. Some issues which both Levine and Levinson (1966) considered as crucial (and often missing) in program evaluation were: the importance of considering the theoretical underpinnings in any attempts to evaluate social service programs; the importance of selecting the appropriate model to identify variables which might be used as measures; and the importance of employing rigorous methodological approaches to measurement.

More recently, the office of the Auditor General of Canada (Audit Guide, 1981) addressed some of these issues by developing an audit guide for use by all federal departments. This guide also has application for social service organizations. In the guide identification of the following was stressed: program objectives and their measurement, systematic collection of data on the relative achievement of program objectives, and procedures for organizing and managing the effectiveness measurement and reporting system. The knowledge gained from this attempt provides a more clearly defined methodology for program evaluation, and can be transferred to organizational effectiveness studies.

In describing evaluation models of delivery systems Selig (1976) and Pillsbury and Nance (1976) considered three

levels of decision making in the organization: strategic, management, and operational. Pillsbury and Nance used a systems-model approach in their evaluation of a social welfare agency, describing in detail the process of evaluation at each decision making level. Selig, in his broad conceptual framework of evaluation, described alternatives, strategies and basic variables which were built into a structure consisting of eight system functions (i.e., values, problem identification, goals, measuring criteria, planning, services, assessment, and feedback) at the three hierarchical levels. The evaluative approach of these authors is useful when considering organizational effectiveness. Presently, there is lengthy discussion in the literature concerning the level of analysis to which organizational effectiveness studies should be focused (see page 21 for discussion of this issue). Selig (1976) and Pillsbury and Nance (1976) have addressed this concern in their evaluation models by examining three levels of decision making and by explicitly outlining the criteria used at each level.

The literature describing program evaluation within social service organizations has provided another perspective from which to view the study of organizational effectiveness. While researchers in the areas of program evaluation and organizational effectiveness seldom refer to each other in the literature, much can be learned from both fields. As evident in the preceding discussion, a major

problem identified in both literature sources is one of isolating criteria for the measurement of organizational effectiveness.

B. Selected Aspects of Criteria Which Measure Organizational Effectiveness

Attempts at measuring organizational effectiveness have produced a myriad of criteria. In this section, the literature reviewed demonstrates the diversity of opinion that exists concerning how best to measure organizational effectiveness.

Univariate versus Multivariate Models

Early organizational effectiveness studies focused on the attainment of some ultimate criterion, a univariate measure such as productivity or profitability (Goodman & Pennings, 1977). This univariate approach, however, was criticized for not adequately considering the complex nature of organizational effectiveness. In particular, scholars questioned the use of certain organizational effectiveness variables singularly in terms of their comprehensibility. Researchers were also not specific as to how the chosen variables contributed meaningfully to an understanding of the effectiveness construct (Steers, 1975). While univariate approaches are still used, a more common approach in recent

studies is the use of multivariate effectiveness models which focus on relationships among important variables as they jointly influence organizational effectiveness.

Reviews of the literature of an empirical nature (Cameron, 1978; Campbell, 1977; Steers, 1975) revealed that little overlap among these multiple criteria had been found; "no pattern other than contradiction emerged" (Mott, 1972, p. 38). Steers (1975), in his review of seventeen multivariate models of organizational effectiveness, found that only one criterion (adaptability -flexibility) was mentioned in more than half of the models. Cameron (1978) examined the criteria of twenty empirical studies with regard to universality, dynamic or static nature, normative or descriptive approach taken, the level of analysis and the organizational constituency chosen. Cameron concluded that the criteria were not comparable across the investigations due to vast differences in these perspectives.

The broad range of variables included in the multivariate models is shown in Appendix B where selected criteria from the literature have been categorized according to Ratsoy's (1981) model of organizational effectiveness variables. Ratsoy's model, based on the open-systems approach, provides a useful framework from which to view the range of criteria.

One reason for the wide variety of criteria found in the literature would seem to be the particular theory of organizational effectiveness that researchers used, for

example, the goal model or systems model (cf. p. 12). Another reason for this diversity relates to the organizational constituency researchers focused on.

Organizational Constituencies

The constituencies within an organization include groups such as the organization's major decision makers (dominant coalition), clients, suppliers of resources, regulating agencies, and unions. The organizational constituency chosen as the focus of study has differed in much of the organizational effectiveness research. With the potential for conflicting interests among the various constituencies of the organization, the question of who determines effectiveness criteria and who should provide data for their measurement becomes important (Cameron, 1978; Kahn, 1977; Pennings & Goodman, 1977; Scott, 1977; Steers, 1977). One would expect to find different criteria preferred by different constituent groups. The organization's major decision makers might well emphasize organizational criteria relating to structural measures of effectiveness, as these represent factors somewhat under their control. Clients who receive services are likely to focus primarily on their main interests – outcome measures of effectiveness, while unions would likely focus on criteria dealing with conditions of employment and the manner in which the organization meets union demands.

One conclusion that could be made is that valid measures of effectiveness should represent all interest groups within the organization. Attempts have been made to integrate some of the differing viewpoints of the constituencies. However, Friedlander and Pickle's (1968) study of 97 small business organizations provided evidence of the incongruence among the interests of owners, employees and relevant members of society. They found that organizations were not able to concurrently fulfill the needs of their societal, proprietary and employee components. In recognizing the dilemma this finding presents for organizational effectiveness research, perhaps one can only state the organizational constituency that is considered, and delineate the limitations that this choice poses. The important factor in organizational effectiveness studies may be to link the appropriate constituency closely with the purpose of the evaluation.

Level of Analysis

Another consideration in determining criteria which measure organizational effectiveness pertains to the level at which the assessment will be focused. Criteria have been determined at four organizational levels: the external organizational level (the environment), the organizational level, the sub-organizational unit, and the individual employee (usually a summative score of individuals' performances). Steers (1977) maintained that too often

models of effectiveness focused only on organization-wide phenomena, ignoring the relationship between individual behavior and organizational success. He advocated trying to account for relationships at both the micro and macro levels.

While individual behavior alone was considered as the effectiveness criterion by Argyris (1962), logically Steers' argument for considering both the micro and macro levels of the organization appears valid. The summation of scores on individual performance surely cannot account for all the factors contributing to the effectiveness of the organization. Pennings and Goodman identified the sub-organizational level as the focus of measurement suggesting that organizational effectiveness "is likely to be a function of the degree to which the sub-units meet their task requirements as well as the extent to which their activities are co-ordinated" (1977, p. 149). However, they also stressed that environmental factors were critical in explaining interorganizational variations in effectiveness. Katz and Kahn (1978) and Yuchtman and Seashore (1967) also advocated the external organizational level in determining effectiveness measures.

The level of analysis at which criteria must be focused is an important factor. One must look beyond the organizational level and consider the interrelationship with sub-units, individual behavior and the external environment. This implies that until criteria for all levels of an

organization are developed, one does not have a total perspective of the organization's effectiveness. However, time constraints and cost factors may make it impractical to assess all levels. Kahn (1977) has concluded that, at the very least, the choice of level for an organizational effectiveness study must be specified. One could then state, for the awareness of the users of the results of an organizational effectivess study, the limitations inherent in using only one organizational level.

Universal versus Specific Criteria

A further issue regarding the criteria used to measure organizational effectiveness is universality or generalizability – the extent to which the criteria are valid in other settings. Criteria that may be appropriate to measure organizational effectiveness in human service organizations may not be appropriate for measuring the effectiveness of business organizations and vice versa. Some authors maintaining that this was not so, have argued that effective organizations could be typified largely by the same criteria (Friedlander & Pickle, 1968; Georgopoulos & Tannenbaum, 1957; Mott, 1972); however, other researchers have viewed appropriate criteria as being specific to the organization studied (Cameron, 1978; Scott, 1977). Mahoney and Weitzel (1969) found that effectiveness criteria differed even within a large organization when two departments (general business, and research and development)

were studied. In conducting an empirical study it would appear, then, that caution be exercised before suggesting wide generalizations of the particular criteria developed.

Normative versus Descriptive Approach

Criteria used to measure organizational effectiveness have been either normative (normed to a criterion) or descriptive in nature. Most studies in the literature have endeavoured to indicate an a priori standard (normative approach) which had to be met for the organization to be effective (see particularly Steers' 1975 review of 17 studies). Steers (1977) maintained that the empirical defence for the chosen criteria as true measures of effectiveness was generally lacking in the normative approach. The descriptive approach attempts to summarize, from an empirical study, those characteristics that have been found in successful organizations (Mahoney & Weitzel, 1969). It is clear that whichever approach is utilized in organizational effectiveness studies a sound rationale must accompany the choice of measures.

Time Perspective

The determination of a specific time period for the assessment of an organization's effectiveness has also been widely discussed in the literature as affecting the criteria selected to measure effectiveness. This has been reported in two ways. The first is in the sense of either a cross sectional or longitudinal time frame. A similar designation

is that of static criteria concerning a particular point in time, or dynamic criteria concerning change over time (Cameron, 1978; Mahoney & Weitzel, 1969). Different criteria, then, may be identified, and the choice is a function of whether or not one is measuring for short-term or long-term effectiveness, and whether or not formative or summative studies are conducted. The problem is heightened when the criteria have to be implemented; there must be a balance between short-run success and maintenance of long-run effectiveness.

A second time perspective issue refers to the different stages in an organization's life cycle (Scott, 1977; Steers, 1975). Pennings and Goodman contend that "failure to identify the appropriate period leads to misspecification" (1977, p. 164). For example, the organizational mandate may be different in a newly formed organization than at a later date when the organization is well-established. In the measurement of effectiveness the identification of any implications of the current time perspective should be specified.

Synopsis

The organizational effectiveness construct is multifaceted in nature, and diverse opinions exist on which criteria measure this construct. A wide range of criteria from a variety of perspectives has resulted. Some effectiveness models were based on a single criterion,

others employed multivariate measures. Some criteria were intended to apply to all organizations while others were specific to a particular organization or set of organizations. Criteria have been determined at various organizational levels, by different organizational constituencies, and in different time frames. Selecting the appropriate criteria for measuring organizational effectiveness is indeed a complex task. This complexity has led some authors to conclude that researchers in this area should not try to find the "best" definition of organizational effectiveness but should limit the criteria and conduct a "fine-grained analysis" of the effects which need to be explained (Cameron, 1978; Campbell, 1977; Scott, 1977; Weick, 1974). Campbell (1977) suggested that one way to limit the criteria was to study the process by which people in organizations resolved the effectiveness question. This procedure would include completing a detailed, highly specific list of task objectives for the organization or organizational sub-units in terms of observable things the organization must do.

Accepting Campbell's position, preparing such a list of task objectives of the organization is, then, a first step in identifying potential criteria which measure organizational effectiveness. These specific criteria (organizational behavioral objectives) must be reasonably concise, and as accurate and unambiguous as possible (Thorndike & Hagen, 1969). Mager (1975) outlined three

necessary elements for such criteria; when applied to organizations these are: 1) they must be concrete, observable things that organizations do; 2) the conditions under which the organization should be able to do them must be specified; and 3) the degree to which each criterion must be satisfied must also be specified.

The time and resource limitations imposed by a study such as the present one do not permit complete development of all the criteria which could be identified for social service organizations. The aspects chosen for study are identified in the next section, and their utility as described in the literature is noted.

C. Global Criteria Selected for Study

The aspects of organizational effectiveness chosen for study in this thesis were acquisition, retention and utilization of personnel, and the presence of an explicit organizational mandate. These selected aspects are general in nature and thus difficult to operationalize. The components of each aspect were investigated by reviewing the organizational effectiveness and personnel management literature.

Discussions of the three aspects of acquisition, retention and utilization of personnel were often interwoven in the literature, placing an emphasis on the total process

of personnel management rather than any single aspect. While the aspects of personnel acquisition, retention and utilization were not referred to in the personnel management literature as criteria for measuring organizational effectiveness, this literature base did provide specific topics which were useful in developing potential measures of effectiveness.

The discussion of the process of acquiring personnel covered such topics as manpower planning, recruitment and selection of personnel (Rebore, 1982). Placement and orientation of personnel were often included with discussions of recruitment and selection; however, logically one might consider these topics to be more appropriately considered under the aspects of retention and utilization of personnel since the personnel have already been acquired. Compensation (salaries, benefits, incentives) was a topic covered in the literature in relation to both acquisition and retention of personnel.

Cameron (1978), in his empirical study of the effectiveness of institutes of higher learning, investigated the ability of universities to acquire faculty as one aspect of effectiveness. Specific criteria were developed such as the following: the national reputations of faculty, the drawing power for faculty and students, the characteristics of previously tenured faculty hired, the number of transfer students, and the number of visiting recruiting companies. Insight into the difficulty associated with defining

effectiveness criteria for acquiring personnel is provided by Cameron's study. The varying degree of specificity and measurability of the criteria he used is evidence of some of the problems. Yuchtman and Seashore's (1967) systems-resources framework, which identified acquisition of resources as the organizational effectiveness measure, highlighted this problem as well. The criteria specified by Yuchtman and Seashore were abstract, remote and difficult to operationalize.

Negandhi and Prasad (1971) in a comparative study of business firms in five underdeveloped countries investigated the relationship between manpower acquisition and retention, and management effectiveness. They suggested that the following four variables affected management's ability to hire and retain high level manpower: (1) progressive management philosophy (which they defined as management's attitude toward organizational constituencies); (2) wages; (3) opportunity for advancement and self growth; and (4) favorable public image. The environmental variables pinpointed as influencing management's ability to recruit were the availability of high-level manpower, and a cultural situation where the manager was also the owner of the business. Even though their study focused on management effectiveness, and not on the broader aspect of organizational effectiveness, the specific criteria which they identified are useful to consider as potential measures of effectiveness.

Major topics in the personnel management literature related to retention of personnel were staff development, performance appraisal, remuneration (wages, benefits, incentive systems), promotion, employee and job motivation, and staffing the organization (Chruden & Sherman, 1980; Personnel Management Guide, 1975; Rebore, 1982; Yaney, 1975).

One of these topics which was covered extensively in the personnel management literature was employee/job motivation. Chruden and Sherman (1980) and Pigors and Myers (1981) reviewed the major contributions of theories of job motivation. Two well-known theories are Maslow's need-hierarchy theory and Herzberg's motivation-hygiene theory, both of which emphasize individual needs as motivation factors. Maslow theorized that individuals have a priority of needs, and that they act in the organization in a manner which satisfies needs in their order of priority. Herzberg's theory also focuses on individual needs: certain factors are considered to be motivators (recognition, responsibility, advancement) and other factors (called hygiene or maintenance factors) merely avoid job dissatisfaction (e.g., wages, conditions of employment, organizational policy, supervision). Both theories have stimulated a great deal of research on the topic of employee motivation. In relation to Herzberg's motivation-hygiene theory, Chruden and Sherman suggested that "giving attention to the motivator factors should not, however, result in

lesser attention to the maintenance factors" (1980, p. 271). Pigors and Myers (1981) provided case examples which supported this view. Pigors and Myers, however, criticized Herzberg for failing to prove what they considered to be the major premise of the theory – that human nature is divided into mutually exclusive elements; that is, a motivator can never become a hygiene factor or vice versa. In determining criteria which measure effectiveness, it would appear that motivation theories constitute important considerations in retaining personnel. Accordingly, "until one theory is found to be the only valid one, it is practical to select the theory that appears most pertinent to the specific problem under consideration" (Chruden & Sherman, 1980, p. 274).

The utilization of personnel is discussed in the literature under a range of topics; some authors include the full scope of all personnel management areas (e.g., Chruden and Sherman's 1980 text on personnel management has in its title – utilization of human resources). Other authors have a much narrower focus for the topic, including indicators such as the distribution of employees in the organization according to age, education, and location; identification of the number of man years consumed for education leave, and staff development; and incidence and duration of overtime, contract services and positions unfilled (Personnel Management Guide, 1975).

Utilization of high-level manpower as a measure of management effectiveness was examined by Negandhi and Prasad

(1971) through investigation of the types of activities undertaken by executives, and the drive and enthusiasm experienced in their work. They identified five variables affecting utilization of manpower: (1) progressive management philosophy (defined as management attitudes toward organizational constituencies); (2) educational attainment and training of executives; (3) clarity of objectives, policies and procedures; (4) nature of top-level leadership; and (5) opportunity for advancement and self growth.

The difficulty faced when examining acquisition, retention and utilization of personnel as discrete topics was revealed in both the personnel management literature and the organizational effectiveness literature. This difficulty was particularly apparent in relation to the utilization of personnel. In most of the literature, criteria which would potentially measure utilization of personnel overlapped with those which would measure the acquisition and retention of personnel.

An explicit organizational mandate was the final aspect of organizational effectiveness considered for this study Research which specifically investigated the mandate of the organization was not found.

Summary

The organizational effectiveness and personnel management literature which related to the selected aspects

of acquisition, retention, and utilization of personnel, and to the explicit mandate of the organization was reviewed in the preceding section, thereby providing the base from which specific criteria for each aspect could be developed. In the final section of this literature review chapter, issues relating to the reliability and validity of measurement procedures for these aspects of organizational effectiveness will be addressed.

D. Reliability and Validity of Measurement

As part of the study, criteria were developed to measure selected aspects of organizational effectiveness. For this reason the literature on reliability and validity of measurement was reviewed. As Kerlinger stated "there is growing understanding that measuring instruments must be critically and empirically examined for their reliability and validity" (1973, p. 473). The importance of this idea is evident from the large number of writers who have given attention to establishing reliable and valid methods to measure organizational effectiveness (see, for example, Cameron, 1978; Cummings & Schwab, 1973; Georgopoulos & Mann, 1962; Ghorpade, 1971; Mott, 1972; Steers, 1977).

Reliability is defined as the dependability of, or consistency with which, an instrument measures whatever it does measure (Ebel, 1972). Logically, it is a necessary

condition to have reliability of measurement (repeatability), but it is not a sufficient condition, as an instrument may repeatedly measure the same phenomenon, but not the intended phenomenon.

The term validity of measurement refers to the accuracy with which an instrument measures whatever it is intended to measure (Ebel, 1972). Since measuring instruments are used in different ways, one does not validate the instrument, but instead, one validates "an interpretation of data arising from a specified procedure" (Cronbach, 1971, p. 447). Thus, a particular instrument is probably never absolutely valid because every interpretation has its own degree of validity. Ebel (1972) agreed that validity was "not an all-or-none quality," and suggested that instruments were "more or less valid" (p. 447).

In an attempt to consider the means and extent to which criteria of organizational effectiveness can be validated, five types of validity (Craig, 1975) will be examined: face, content, concurrent, predictive, and construct.

Face Validity

Face validity is defined as the reasonableness or appearance of practicality of the instrument (Ebel, 1972; Thorndike & Hagen, 1969). Mosier (1947) disagreed with even using the term "face validity" as he saw many interpretations which he deemed to be fallacious. However, he did agree that "validity of appearance" (one of the

interpretations) was highly desirable for an instrument in order to obtain a high degree of consumer acceptance, not only from the point of view of the respondents but also from those responsible for using the results. Establishing face validity involves showing that the instrument is a reasonable measure of the items being tested. This has been accomplished by assessing the usefulness to both those taking the test and those who use the results of testing. Face validity is, then, basically a judgemental form of validity.

Content Validity

Content validity is "the representativeness or sampling adequacy of the content – the substance, the matter, the topics – of a measuring instrument" (Kerlinger, 1973, p. 458); that is, the content valid instrument is representative of a specified universe of subject matter to which generalization will be made (Cronbach, 1971; Loevinger, 1957); specification of the universe, and acceptance of the universe of content which completely defines the variable to be measured, is essential (Cronbach & Meehl, 1967).

In the absence of a physical universe, a technique used to establish content validity of a measuring instrument involves the use of competent judges with expertise in the subject matter (Bloom, Hastings & Madaus, 1971; Hayes, 1974; Hazlett, 1975; Kerlinger, 1973). Like face validity, then,

content validity is essentially judgemental. The experts must be given specific directions for making judgements regarding a well-defined universe (Kerlinger, 1973). Although a minimum agreement among judges would be 50%, agreement in the range of 75% or more would provide firmer evidence that the instrument was content valid (Bloom et al. 1971). This higher percentage is particularly important if the expert committee members are not randomly selected.

Concurrent Validity

Concurrent validity is established by simultaneously comparing the results from the measurement instrument with an independent criterion in order to determine the degree of consistency of measurement (Cronbach, 1971; Cronbach & Meehl, 1967). However, locating an independent valid criterion is usually a difficult problem both experimentally and sometimes theoretically (Kerlinger, 1973; Thorndike & Hagen, 1969). Often the decision is to choose the best from among several criterion measures which only partially measure the trait one wishes to measure (Thorndike & Hagen, 1969).

Predictive Validity

Predictive validity is established by comparing the measurement instrument with an independent criterion measure at a different point in time. Predictive validity, like concurrent validity, is also concerned with an independent criterion, but unlike concurrent validity, the predictor is

some time in the future (Cronbach, 1971; Thorndike & Hagen, 1969). A major concern, again, is the adequacy of the available criterion measures.

Construct Validity

Construct validity is defined as the degree to which some quality is measured without operationally defining the quality. Organizational effectiveness is logically, therefore, a construct, and as such, has no necessary and sufficient operational definition (Scott, 1977; Steers, 1977). Kerlinger (1973) suggested that construct validation in measurement contrasts sharply with empirical approaches that define the validity of a measure purely by its success in predicting a criterion. Construct validity, is highly theoretically based and involves the derivation and testing of alternative hypotheses regarding the construct.

In establishing construct validity, both convergence and discrimination are required (Campbell & Fiske, 1967; Kerlinger, 1973). Intended measures of the same construct obviously must converge. Convergence, however, is not sufficient; one must be able to empirically demonstrate that such measures do not also converge with measures intended to measure other phenomenon; that is, discrimination must be evident. Campbell and Fiske (1967) have illustrated discriminant and convergent validity using a multitrait - multimethod matrix. The problem that is often experienced with their model, however, is the choosing of multiple and

independent methods and constructs appropriate for isolating the construct of interest.

Kerlinger stated that "scientifically speaking, construct validity is one of the most significant advances of modern theory and practice" (1973, p. 461). Loevinger (1957) agreed with this view, strongly arguing that construct validity was the "only kind of validity which exhibits the property of transponsability or invariance under changes in administrative setting which is the touchstone of scientific usefulness" (1957, p. 641). Other authors, however, disagreed with Kerlinger and Loevinger's stance maintaining that a construct had scientific status only when it was equated with one particular measuring operation (Bechtoldt, 1959; Brodbeck, 1963). Bechtoldt, Brodbeck and Hazlett (1972) advocated a reliance on content validity and less attention to construct interpretations. Cronbach (1971, p. 480) expressed the view that "the choice of interpretation is the prerogative of the investigator; a type of interpretation productive in one context may be sterile in another." For this investigation, the choice of establishing content validity or construct validity had to be made; content validity was chosen. Attempting to develop and content validate criteria which are representative of a specified universe of effectiveness measures of social service organizations was seen as a step toward measuring the construct of organizational effectiveness in these organizations.

E. Summary and Conclusions

Selected literature related to the study of criteria which measure organizational effectiveness in social service organizations has been reviewed. Pertinent models for establishing validity of the criteria developed to measure aspects of organizational effectiveness were also critiqued.

The nature of social service organizations with their ambiguous goals, indeterminate technology and indistinguishable outputs makes the definition and measurement of organizational effectiveness difficult. The conceptualization and operationalization of organizational effectiveness varies in the literature as do the choice of model, criteria, organizational constituency, level of analysis and time perspective. The goal model, which relies on clearly and concretely specified goals, appears to be inappropriate as an effectiveness model for social service organizations. The open-systems model offers a more usable framework with its emphasis on integration of organizational components and organizational congruence with the environment. The criteria which measure effectiveness while using the open-systems model, however, are abstract in nature. One way to make these abstract criteria more concrete is to use a rigorous method for identifying specific criteria. However, detailing highly specific criteria to measure all aspects of organizational

effectiveness is demanding with regard to time and human resources. Thus, it appears that it is more reasonable to start by setting limits on the criteria to be examined and by conducting a fine-grained analysis of these limited aspects. Even with limiting the criteria to be studied, it is still critical that the organizational constituency, the level of analysis, universality of the findings, and the time perspective be specified, and that the bases for choosing each of these aspects be indicated. Some of the problems associated with measuring organizational effectiveness stem from the fact that it is a construct with no operational definition. The approach of attempting to establish content validity of criteria has been suggested as an alternative to trying to establish construct validity, and it is the approach adopted for this study, the methodology of which is discussed in the following chapter.

CHAPTER III

METHODOLOGY

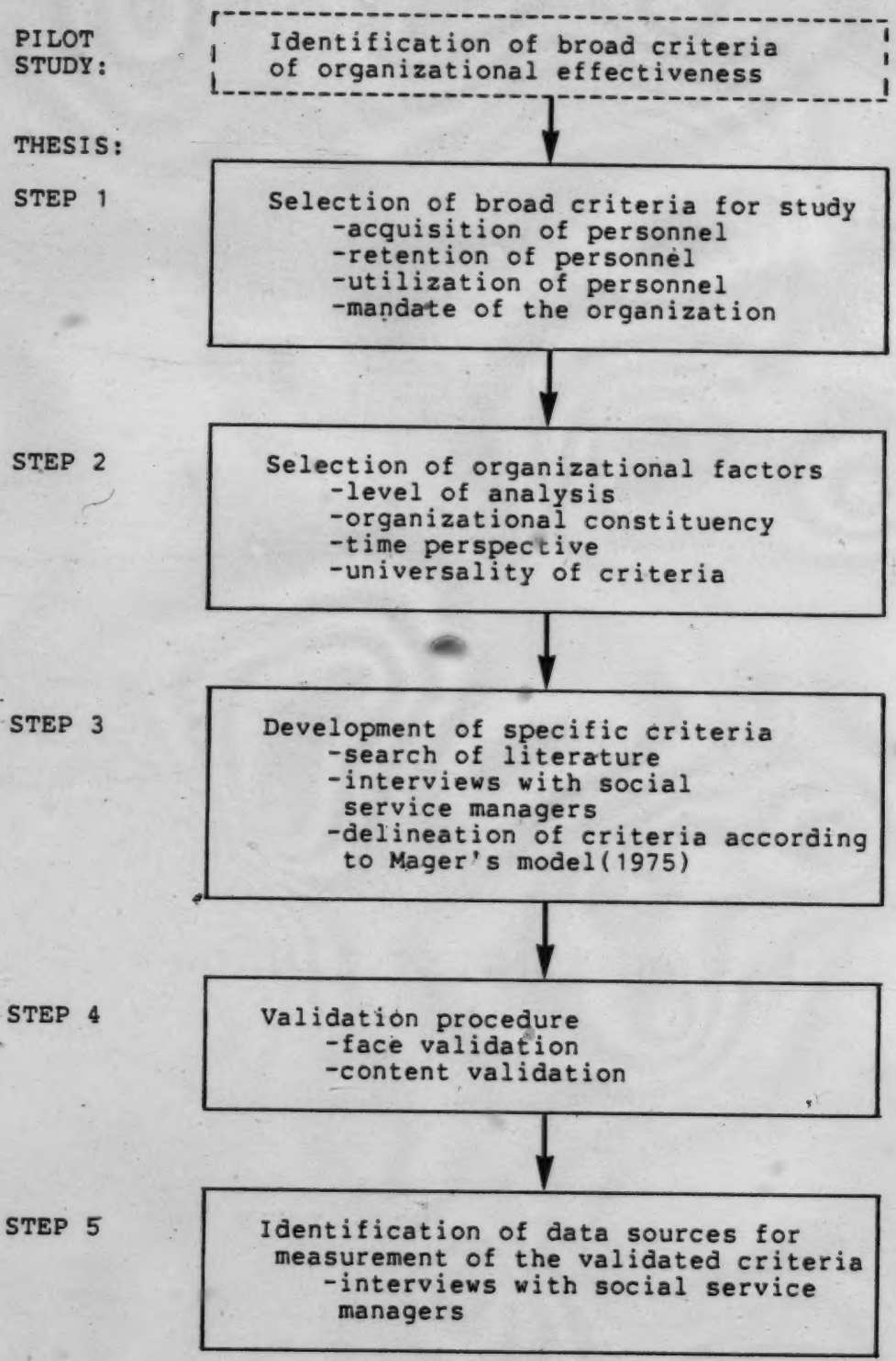
A. Introduction

This study had three major phases: the development of specific criteria which were potentially useful in measuring selected aspects of effectiveness in social service organizations; the face and content validation of such criteria; and, the development of an instrument which identified the sources of data for the measurement of the validated criteria. The steps taken to carry out these phases are depicted in Figure 1 and discussed in this chapter.

B. Development of Criteria

The focus of organizational effectiveness studies has changed from trying to find the "best" definition of organizational effectiveness to one advocated by Cameron (1978), Campbell (1977), and Scott (1977) of limiting the criteria studied, and conducting a thorough analysis of those limited aspects (cf. p. 26). Over a period of time, with a series of these studies, a comprehensive explanation would evolve for the measurement of organizational

FIGURE 1
RESEARCH DESIGN



effectiveness. In a pilot study for this thesis (cf. p. 2), criteria were identified (using the open-systems model as a framework [cf. p. 11]) which measure organizational effectiveness of social service organizations. The criteria identified in the pilot study were, by design, general in nature. Since the criteria were general, they were difficult to operationalize; the development of specific criteria for each broad category identified was necessary before the criteria could be used as effectiveness measures. It seemed advisable therefore to follow Campbell's (1977) suggestion that very specific organizational task objectives be delineated (cf. p. 26).

For this thesis, limited aspects were chosen for which specific criteria (organizational task objectives) would be developed; these aspects were acquisition, retention and utilization of personnel, and the presence of an explicit mandate (cf. Figure 1, Step 1). In a social service organization one of the major resources is its personnel. Accordingly, examining aspects of personnel in measuring the effectiveness of the organization seemed appropriate to pursue. The personnel aspects and the mandate of the organization were both areas of particular interest to the researcher. As well, these issues were amenable to the time frame and to the resources available to the researcher in the social service organization.

After selecting the aspects of organizational effectiveness to be studied, decisions regarding the level

of analysis, and organizational constituency had to be specified before the criteria were developed (cf. Figure 1, Step 2). The level of analysis chosen (cf. p. 40) was the district office of a social service organization, a subunit of the larger organization. The district office provides direct service to clients of the organization, and thus is key to the effectiveness of the total organization. As the district office level is also easily identified as a unit within the organization it is more easily available for study.

The constituency under consideration was the organization's decision makers represented by the managers of the social service organization. It is probable that the decision makers would be one of the first of all the organization's constituencies to want to determine organizational effectiveness criteria, thus they were selected. As well, the decision makers within the organization were more accessible than other constituencies such as clients, unions, or external agencies.

The time perspective chosen for this study was short term and cross-sectional; the criteria developed as measures of effectiveness were for a particular point in time in the organization and for short term rather than for long term effectiveness.

The criteria were developed as potential effectiveness measures for a specific social service organization. The large provincial organization under study is a complex one

with central, regional and district level functions. It has a broad mandate to deliver a range of social services; the social service organization has been undergoing major reorganizational changes for the past eighteen months. While the criteria were determined with involvement from social service managers, few criteria reflected the nature of the specific social service organization. However, the criteria did reflect the structure of the organization under study. Thus, the purpose was not to develop criteria that were universal in nature such that they could be used for a wide range of organizations; instead the purpose was to identify criteria specific to social service organizations.

In sum, in a pilot study for this thesis, the open-systems model was used as a framework to identify broad criteria which would measure the effectiveness of social service organizations. From the original criteria that were validated, the broad criteria chosen for which specific criteria would be developed were acquisition, retention, and utilization of personnel and the presence of an organizational mandate. This investigation, then, was based on a multivariate model rather than a univariate model of effectiveness, the level of analysis was the social service district office, and the organizational constituency was the social service decision makers. The intent for the criteria developed was that they were suitable for cross-sectional rather than longitudinal studies; as well, it was intended that the criteria that were developed were specific to the

social service organization under study and thus, not necessarily universal in nature.

The procedures used to identify the specific criteria for the selected aspects of organizational effectiveness were a literature search and interviews with social service personnel (cf. Figure 1, Step 3). The organizational effectiveness and personnel management literature, on both private and public sectors, was searched to determine potential criteria. Representatives from personnel administration and various levels of management from a social service organization were interviewed. The investigator synthesized the criteria obtained from these two sources. The criteria under each of the general aspects of acquisition, retention and utilization of personnel and an explicit organizational mandate were developed to cover all those aspects previously identified (cf. p. 27). Care was taken not to duplicate the criteria throughout the four aspects although similar themes were apparent. In the literature there was much overlapping of criteria in the three personnel aspects. The emphasis during the development of criteria for this study, then, was on the comprehensiveness of the total perspective of the three personnel aspects and mandate rather than the completeness of any one section. Therefore criteria which could fall under several headings were dealt with only under one.

While the level of analysis chosen for the present study was the district office level, the focus of the

criteria was at two levels of the organization – the district office level and the organizational level; that is, some criteria that would potentially measure district office effectiveness were organizational in nature and others were focused at the district office thus showing the dependent nature of the district office to the larger organization.

The potential criteria were written according to Mager's (1975) model for writing behavioral objectives (cf. p. 26); the model provides a framework for developing very specific criteria. All the criteria developed were grouped into areas of common content for ease of understanding, and were rewritten in a consistent format (see Appendix C).

C. Validation Procedure

Face validity for the list of criteria was established (cf. p. 34) by having five managers react to the initial list of criteria with regard to the following: its usefulness; its relevancy for measuring the selected aspects of organizational effectiveness; and, the format in which the criteria were presented (cf. Figure 1, Step 4). A covering letter (see Appendix D) which included instructions for judging these criteria was also evaluated by these managers in regard to its suitability for the purpose and for ease of understanding.

As previously discussed, content validity was considered to be the most appropriate and feasible method for establishing the validity and worth of the potential criteria (cf. p. 38). Concurrent and predictive validity approaches were rejected since there was at this time no independent criterion with which to compare the criteria; construct validity was similarly disregarded since it appeared more reasonable to establish that the specific criteria were representative of a universe of content before establishing the validity of the total construct of organizational effectiveness.

Content validation of these criteria was established through the use of a committee of experts in organizational effectiveness and social service organizations (cf. p. 35). Unfortunately the definition of expert is an arbitrary one. In an attempt to be rigorous, careful steps were taken so that reasonable expertise was obtained. A committee of three independent groups, each group having four experts, was composed to review each potential criterion in terms of its content validity. The collective, equally-weighted voice of the three groups was regarded as the expert. These groups of experts were: two groups of social service managers from a social service organization, one group from the district office level (n = 4), and the other from the organizational level (n = 4), and a group of organizational theorists (n = 4) from a university setting. These groups are referred to as district managers, organizational managers and theorists,

respectively, in the remainder of this thesis.

The practicing district and organizational managers were chosen because they provided a field perspective from two levels of an organization. Also, since the criteria developed were focused at two levels of the organization, the district and organizational levels, it appeared appropriate to have both of these levels represented on the validation committee. The theorists were chosen to be on the committee because each had expertise in organizational effectiveness theory.

The list of criteria and covering letter (see Appendices C & D) were presented to each of the committee members by the investigator. In the covering letter each committee member was asked to independently judge whether or not each of the specific criteria were absolutely "necessary" (not merely desirable) for a social service district office to be effective. This definition of "necessary" was used instead of desirable or useful because the researcher wanted assurance that the criteria were content valid. It is recognized that the rigor of this definition may have eliminated some criteria which are worthwhile for evaluating organizational effectiveness; however, the approach whereby "necessary" was defined as meaning absolutely essential was taken with the hope that those criteria identified were <u>definitely</u> in the universe.

The level of agreement chosen to content validate the developed criteria was 75% (cf. p. 36); that is, three out

of the four members of each of the groups of district managers, organizational managers, and theorists had to agree that a criterion was "necessary". Then, and only then, was the criterion considered to be part of the universe of organizational effectiveness criteria. Given the different perspectives of the three groups within the committee, one could be reasonably assured of the content validity of the criteria when this high level of agreement (75%) was obtained within each of the groups. Thus the list of criteria validated by the committee may form a bank of "necessary" elements, but as such, the bank may not be considered as "sufficient" for measuring or describing the effectiveness of any social service district office.

All individuals in the content validation committee responded by judging the list of criteria. After responses were received a letter of thanks was sent to each member. (See Appendix E)

D. Identification of Data Sources for Measuring the Validated Criteria

After the tabulation of the responses from the members of the content validation committee and the analysis of the results, an appropriate instrument was developed for identifying the sources which could be used for measuring the validated criteria (cf. Figure 1, Step 5). Interviews

were conducted with social service managers at various levels of the organization in order to assist in carrying out the task of identifying the data sources. Due to limited accessability to the large number of organizational and district office contacts identified (data sources), it was not feasible to validate the instrument nor to apply the validated criteria. In order to assess a district office by these validated criteria presence of an independent measure was essential such that validity of the results could be assured. Such an independent measure was not available.

In the next chapter, the results that were obtained and a discussion of these results will be presented.

CHAPTER IV.

RESULTS AND DISCUSSION

A. Introduction

The results of this investigation and a discussion of these results are presented in five sections: 1) development and validation of specific criteria which potentially measure organizational effectiveness, 2) analysis of the responses of each group within the validation committee, 3) descriptive analysis of the criteria validated, 4) development of an instrument which identified the data sources for measurement of the validated criteria, and 5) synopsis of the discussion included in the previous sections.

B. Development and Validation of the Criteria

By means of a literature search and interviews with seven social service personnel, 211 specific criteria were developed to measure selected aspects of organizational effectiveness. Face validation of the developed criteria by five managers resulted in slight revisions in format, and revision in the wording of several criteria. The face validators felt that the criteria were useful and relevant

measures of effectiveness for social service organizations.

A total of 205 criteria remained after the face validation process; of these, 63 related to acquiring personnel, 79 related to retaining personnel, 50 related to utilizing personnel, and 13 related to the mandate of the organization. The list of 205 criteria (Appendix C) was given to each member of the twelve-member content validation committee. Following the return of the list, the comments of the committee members and their suggestions for revising the criteria were collated. Two of the 205 criteria were rewritten and again presented to members of the validation committee (cf. Appendix C, p. 107).

A total of 47 criteria were considered content valid since they received the agreement of 75% of each of the three groups of the validation committee (cf. p. 36). The remaining 158 criteria were not validated by the committee.

The responses of the validation committee members in judging the criteria are presented in the following two sections in this chapter. First, the differing responses of the individual groups composing the committee are discussed. This discussion is followed by a descriptive analysis of the criteria that were validated and criteria not validated by the committee. The committee responses form the basis of the factual discussion. The interpretation of these results by the investigator is based on organizational effectiveness literature, discussions with social service managers and organizational analysts, and the investigator's own

experience.

C. Group Responses Within the Validation Committee

In addition to the 47 criteria validated (all three groups agreed), 122 criteria were designated as being "necessary" for a district office to be effective by either one or two groups of the committee; that is, 83% of the criteria developed were thought to be essential measures of effectiveness by at least one group in the committee. There were 36 potential criteria that were not considered "necessary" by any of the three groups. One could conclude, then, that the majority of the criteria that were developed were appropriate for the measurement of organizational effectiveness.

Close examination of the number and type of criteria considered essential by individual groups within the committee revealed great variation. (In Appendix F each of the criteria is listed, as well as the judgement by each group as to whether or not it was considered essential for effectiveness.) As evident in Table 1, the district managers considered the greatest number of the original set of criteria to be essential for district office effectiveness, (that is, 145 of the 205 criteria), the organizational managers judged 99 to be essential, and the theorists judged 79 to be essential. The discussion in the following

TABLE I

Criteria Considered "Necessary" as Effectiveness Measures by Groups within the Validation Committee

Section	# of Criteria Developed	Number and Percentage of Criteria Considered "Necessary" by Group					
		District Managers		Organizational Managers		Theorists	
		#	% of Section	#	% of Section	#	% of Section
Acquiring personnel	63	49	78	34	54	36	57
Retaining personnel	79	57	72	26	33	28	35
Utilizing personnel	50	28	56	33	66	11	22
Mandate	13	11	85	6	46	4	31
Total	205	145	(71)[1]	99	(48)[1]	79	(39)[1]

[1] % of total number of criteria developed.

pages highlights what each of the three groups (district managers, organizational managers, and theorists) considered essential, and what each group considered the "universe" of effectiveness criteria to be.

District Managers

The "universe" of effectiveness measures as defined by the district managers included the majority of the potential criteria developed relating to the mandate, all criteria which related to remuneration and job specifications, and a large proportion related to recruitment and selection, and retention of personnel. The district managers, however, placed less emphasis on human resource planning and utilization of personnel (see Appendix F).

When specific criteria from each of these topic areas are studied, two main areas of emphases emerge, that of employee considerations (both prospective employees and those in the organization) and that of administrative considerations. The employee focus is evident by the criteria that were considered essential: providing the prospective employee with appropriate information about the organization and about job responsibilities, at both the interview and at the time the offer of employment is made; providing pertinent information and specification of the employee's duties and supervision; in addition criteria related to performance appraisal, remuneration, staff development and promotions, communication with employees

(i.e., keeping them informed on changes affecting their daily responsibilities, and inviting reaction regarding the organization's programs and services) were also considered essential.

The district managers also chose as effectiveness measures those criteria related to having the employee's supervisor recognize the employee's particular skills, and discussing career plans with the employee. This focus by district managers on employees was further noted in the criteria associated with a clearly detailed selection process, and the training for personnel who directly recruit and select employees. Specific recruitment procedures were also considered essential for effectiveness. These latter areas (the selection and recruitment process) while not directly related to the employee, might be seen as ways of ensuring that competent employees are selected.

Administrative concerns appeared to be the second emphasis for district managers. Listing the personnel currently working, and maintaining current lists of vacant and approved positions, as well as maintaining lists of employee records were considered as effectiveness measures, as were identifying the incidence and duration of such items as paid overtime, positions unfilled, positions underfilled, and contract services. These concerns seem to be consistent with the district managers also considering as essential the need for staffing formulae, classification systems which reflect job responsibilities, detailed job specifications,

and defined policies and procedures for carrying out the programs of the organization. The mandate of the organization was clearly important. Defining in detail the mandate of the organization, the programs and the services, and the procedures necessary to carry them out, appears to be consistent with other criteria which the district managers considered essential.

The preceding description of the district manager's "universe" of effectiveness criteria raises the question of why these criteria were considered by the district managers to be essential for the effectiveness of a social service district office. Even though the criteria developed were very specific in nature, the district managers considered a large number of the criteria to be effectiveness measures (145 of the 205 developed). This may be a reflection of the district manager's position as the person directly in charge of the level of the organization under study. The close proximity of the district manager to the daily operations and activities of the employees may have made them more disposed to judge the specific criteria as essential.

The dual nature that appears to be evident, the emphasis on employees concerns and on administrative concerns, seems appropriate when considering the role of the district manager and tasks carried out in the district office. The district managers are directly responsible for the delivery of service; thus, it would seem that they would be concerned with the day-to-day operations of providing

services to clients. Their concern for ensuring that competent employees are chosen, that employees are knowledgeable regarding their job responsibilities, that employees are evaluated regularly, and that employees are provided with staff development opportunities would, to a large degree, help ensure appropriate delivery of service. The administrative emphasis is understandable as well. The need to have defined mandates, job specifications, and policies and procedures would seem to be necessary to successfully carry out the activities of the district office.

Organizational Managers

Organizational managers considered 99 of the developed criteria to be in their "universe" of effectiveness measures. Human resources planning, utilization of personnel, remuneration, recruitment and selection, and orientation of the employee were the primary topics included (see Appendix F). Two of these, human resource planning and utilization of personnel, constituted almost a half of the criteria that the organizational managers considered as essential. Organizational managers highlighted the sharing of responsibility by both the organization and district offices in relation to identifying both the current human resources and those potentially needed in the future. Detailed information on approved positions, employee records, costs of contract services, and the incidence and

the duration of positions unfilled and underfilled were typical of the criteria considered essential. Closely tied to this need for planning data were the criteria which related to identifying job specifications (e.g., knowledge and skill qualifications). Specifying policies and procedures and defining mandates for the programs and services were also considered as effectiveness criteria by the organizational managers.

Some criteria with a more narrow focus than the ones previously mentioned were also thought to be essential. In the areas of recruitment and selection the criteria regarded as essential were related to identifying the type of personnel and procedures used for recruitment and selection rather than who was recruited and selected (i.e., the prospective employee). On the other hand some attention was paid to the employee per se, since criteria related to the new employee's orientation were judged to be essential.

Again one can speculate about the global picture presented by the organizational managers' choice of effectiveness criteria (i.e., their "universe"). A broad organizational perspective of these managers is evident by their choice of criteria relating to planning, projecting and forecasting. Their attention to policies and procedures rather than personnel clearly distinguishes their universe from that of the district managers. When criteria considered essential for district office effectiveness relates more to the process of recruitment and selection rather than the

result of the activity, organizational managers obviously see the construct of effectiveness as being more focused on the organization at large.

Theorists

The theorists' "universe" of effectiveness criteria consisted of the topics of human resource planning, remuneration and communication. Other topics were also emphasized but to a lesser degree (e.g., recruitment and selection, orientation, and policies and procedures). Almost half of the criteria validated were directly related to the employee; these were in the areas of remuneration, employee motivation, staff development, communication, performance appraisal and orientation as well as those involving the prospective employee (see Appendix F). The administrative concerns that were seen as necessary for effectiveness related to staffing formulas, policies and procedures, classification concerns and job specifications. Planning criteria were also emphasized by the theorists; however, the majority of criteria in the sections on utilization of personnel and the mandate were not considered essential.

The theorists considered 79 of the original 205 developed criteria to be "necessary" effectiveness measures. This was fewer than either the district managers or organizational managers considered as essential. The theorists' distance from the organization may have given them a more parsimonious view of effectiveness measures than

the practising managers. Another explanation for this lower number judged "necessary" may be that the theorists may not have been as familiar with the organization under study, and therefore the criteria may have been too specific for the theorists to consider as essential if they did not know the exact functions carried out in the district office. Further, the theoretical perspective of these validators is characteristic of trying to integrate the many facets of the total concept of organizational effectiveness. Thus, when confronted with such specific criteria for limited aspects of organizational effectiveness, the theorists would not have perceived these specific criteria to be effectiveness measures. Even so, the considerable number of criteria which they considered essential represented a wide range of areas.

The "universe" of effectiveness criteria chosen by the theorists may be explained from their theoretical base in the organizational behavior, and organizational effectiveness literature. The role of the individual in an organization as being critical for effectiveness is evident in the literature, and in the theorists'responses.

Comparison Among Groups

The findings and associated discussion concerning the "universe" of criteria for each of the three within the validation committee provided insight into these three groups varying perspectives. It is useful as well to identify which pairs of groups tended to agree on the

various effectiveness measures. District managers and organizational managers agreed most frequently on measures necessary for district office effectiveness (81 criteria), district managers and theorists agreed on 68 criteria, and organizational managers and theorists agreed on 53 criteria as measures of effectiveness. The finding that social service managers at both the organizational and the district office level agreed on such a large number of criteria suggests congruency in the thinking of these two groups in relation to criteria of effectiveness; these results may also indicate a similar orientation to the particular organization.

The district managers and theorists tended to agree on employee - oriented criteria; one of these areas was communication. Whereas the district managers and the theorists felt all of the communication criteria were essential for a district office to be effective, the organizational managers felt that only the communication criterion related to communicating with employees was essential. The theorists and the district managers viewed communication within the organization as well as communication with other agencies in the environment as critical for district office effectiveness.

District managers and theorists considered only a few criteria in the section on utilization of personnel to be essential measures of effectiveness; organizational managers considered a large portion of the criteria in this section

to be necessary. Thus, the utilization of personnel was considered to be much more critical for effectiveness by the organizational managers than by either the district managers or the theorists. Since it would be the responsibility of the organizational managers to consider the most effective deployment of human resources, it is understandable that they considered this topic essential. However, it is not as clear why theorists and district managers did not consider many of these criteria to be necessary measures of a district office's effectiveness, especially in view of current economic times. It would appear logical that appropriate utilization of existing staff would be seen as critical when there are staff cutbacks or freezes on vacant positions. As noted in the literature review, however, (cf. p. 32) the criteria relating to the aspect of utilization of personnel have much overlap with the aspects of acquisition and retention of personnel. It may be that theorists and district managers considered criteria in the other sections as necessary for effectively utilizing personnel.

There were differences among the three groups in their selection of criteria related to the mandate. The district level managers responded that the majority of these criteria were measures of effectiveness while the organizational managers and theorists placed less emphasis on these criteria. The district managers may have felt that the emphasis placed on organizational mandates would enhance the relationship between the subunit and the larger

organization, and would provide clear direction on the activities needed to be executed. The organizational managers and theorists would be less likely to experience this need. This emphasis by district managers on criteria relating to mandate may also reflect the current need for functions to be very explicit at the level where district service is provided, and where the service is most liable to receive public reaction.

The preceding discussion in this section has highlighted the criteria considered to be essential by each of the three groups of the validation committee. The model used for content validation for this investigation, however, dictated that a majority within all three of the groups must agree before a criterion was considered content valid. In the next section, the criteria that were validated by all these groups are analyzed.

D. Descriptive Analysis of the Validated Criteria

Forty-seven criteria were considered to be content valid (Table 2). Collectively, then, the construct of organizational effectiveness (for this study) of social service district offices is represented by these 47 criteria; those criteria felt to be essential by the majority in all three groups of the committee define the

TABLE II

VALIDATED CRITERIA

SECTION I: ACQUIRING PERSONNEL

A. PLANNING

For the district office:

1. To list the human resources minimally obtainable (number and classification of personnel) for the district office given current budget allocations.
2. To list the human resources (number and classification of personnel) currently working for the district office.
3. To maintain a current list of vacant positions for the district office.
4. To forecast future human resource needs of the district office knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.

For the organization:

5. To list the human resources minimally obtainable (number and classification of personnel) for the organization given the current budget allocations.
6. To list the human resources (number and classification of personnel) currently working for the total organization.
7. To maintain a current list of vacant positions for the total organization.
8. To forecast future human resource needs of the total organization knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.

B. RECRUITMENT/SELECTION

9. To provide those personnel responsible for recruitment/ selection with the job qualifications and responsibil- ities of the vacant position.
10. To provide those personnel responsible for recruitment/ selection with current information regarding the structure, purposes, and programs and services of the organization.

To have those personnel responsible for recruitment/ selection provide verbal or written information to the prospective employee on:

11. - the potential job responsibilities
12. - wages, benefits and incentives
13. - conditions of employment (hours and times of work, working space, etc.).
14. To provide recruitment and selection training to all personnel responsible for recruitment/selection.
15. To contact two or three references (principally those which relate to job experience or education background) of the interviewees who are potential candidates for positions.
16. To have those personnel responsible for selection compare the qualifications, experience, personal characteristics and potential contribution of the prospective employee with the job expectations before an employment decision is made.
17. To have flexibility in changing procedures of selection in order to procure scarce personnel.
18. To include with the offer of employment details of the job, working arrangements, and wages and benefits.

TABLE II con't

SECTION I: ACQUIRING PERSONNEL con't .

C. JOB SPECIFICATIONS

19. To specify the skill qualification for each unique personnel position in the district office.
20. To identify alternative qualifications for those specialized personnel who are or may be difficult to recruit.

D. REMUNERATION

21. To offer the prospective employee a salary comparable to those paid by other public service organizations for comparable work.
22. To offer the prospective employee benefits (insurance, travel allowance, pensions, etc.) comparable to those provided by other public service organizations.
23. To offer the prospective employee conditions of employment (e.g., hours and times of work, working space, etc.) comparable to those provided by other public service organizations.

SECTION II: RETAINING PERSONNEL

A. ORIENTATION

24. To process commencement of employment documents for a new employee quickly enough so the the employee is paid within the month he/she commences work.
25. To specify the duties expected of each new employee.
26. To specify the supervisor(s) to whom the new employee is expected to report.
27. To provide a new employee within the first two weeks of employment with policies and procedures of the organization.

B. POLICIES AND PROCEDURES

28. To have written procedures which describe the operationalization of the policies for the district office.
29. To provide all employees with each access (e.g., a copy in each office) to the policies and procedures of the district office.

C. REMUNERATION

30. To pay comparable salaries with those paid for comparable work in other public service organizations.
31. To adjust salaries of non-management personnel annually according to negotiated scales.
32. To provide comparable benefits (insurance, travel allowance, pensions) with those provided by other public service organizations.
33. To provide an incentive structure (e.g., monetary, promotions) which is comparable to other public service organizations.
34. To ensure that managers and supervisors are familiar with the master agreement (negotiated contract) such that its application is understood.
35. To ensure that the master agreement (negotiated contract) for unionized employees is enacted by the district office.

TABLE II con't

SECTION II: RETAINING PERSONNEL con't

D. COMMUNICATION

36. To maintain a system of communication whereby information is exchanged (verbally or in writing to employees on changes which affect their daily responsibilities.

E. STAFFING THE ORGANIZATION

37. To have a staffing formula which takes into account the volume and intensity of the workloads of employees for the district office.

F. EMPLOYEE MOTIVATION

For the employee:

38. To have the opportunity to make decisions regarding when to carry out ones job responsibilities, within the constraints set by management.

SECTION III: UTILIZING PERSONNEL

To maintain a current record of each employee's

39. - education
40. - skills
41. - employment history
42. - history of performance
43. To have each employee's immediate supervisor recognize the particular skills and/or attributes of the employee in the work situation.

SECTION IV: MANDATE

44. To have a written mandate (statement of purpose) for programs and services of the organization.
45. To provide the district office with the authority to carry out the mandate of the programs and services of the organization.
46. To outline procedures which provide interpretation for the programs' and services' mandates.
47. To ensure that a mechanism is in place for systematically updating the procedure relating to any amendments of the mandate(s).

universe of effectiveness criteria.

The following topics were included in the validated criteria: human resource planning, recruitment and selection, job specification, remuneration, orientation of the new employee, employee motivation, communication, staffing the organization, policies and procedures, utilizing personnel, and mandates of the programs and services of the organization.

The remaining 158 criteria which were not validated also pertain to all of the topics previously mentioned as well as those related to performance appraisal, promotions, personnel classification system, staff development, resource acquisition, and public image.

In the discussion which follows the criteria that were validated are described for each of the aspects of acquiring, retaining and utilizing personnel and the organizational mandate. (See Table 2 and Appendix F for the specific wording of the criteria.) Discussion also centers on why the criteria may have been chosen. Contrasts are made with those criteria that were not validated.

Acquiring Personnel

Validators indicated that it was necessary for both the district office and the total organization to carry out planning functions in order for the district office to be effective. It is not surprising that criteria related to planning were validated at the district office level as they

appear at face value to be very basic requirements for a district office to be effective in acquiring personnel. However, it is interesting to note that the total organization must also carry out the same planning functions. This would seem to reflect the nature of the relationship that exists between a district office and the larger organization, as the district office does not have the sole responsibility for acquiring personnel, and must depend on the larger organization for such functions. The listing of optimal human resources was not validated by the committee. This may in part be due to current economic restraints under which public organizations are confined to no-growth budgets. Listing the optimal human resources may not have been seen as a measure of effectiveness if there was little or no possiblity of obtaining these resources.

The recruitment and selection topic associated with the broader category of acquiring personnel had two foci: the personnel directly recruiting and selecting employees, and the prospective employees. It would appear, from an examination of the criteria validated, that ensuring that the prospective employee clearly understood the job expectations was critical to district office effectiveness. It is easy to understand that if employees fully comprehend the job expectations prior to employment, they may be less likely to accept a position for which they may not be suited. When considering personnel who directly recruit and select employees, the emphasis was on ensuring that these

personnel received specialized training, and were knowledgeable about the positions for which they were making a selection. These issues would be of major importance in selecting appropriate staff for a position.

The validated criteria from the acquiring personnel section that related to job specifications required the specification of skill qualifications for personnel positions in the district office. Those criteria specifying cognitive and affective qualifications were not validated as being measures of effectiveness of a social service district office. This gives the impression that emphasis is placed on the practical application of knowledge (i.e., skills), rather than on attitudes, motivation, or knowledge itself.

Criteria were validated with regard to remuneration in the sections on acquiring and on retaining personnel. A discussion of both sets of these criteria is presented in the following section on retaining personnel.

Retaining Personnel

The employee orientation appeared to be important for effectively retaining employees, emphasizing the importance of a clear understanding of job responsibilities on the part of the new employee. Criteria that were validated in the area of orientation appear to be relatively easy for the district office to carry out, as they relate to such topics as specifying the supervisor(s) to whom the employee reports and specifying the employee's job responsibilities.

Specification of policies and procedures as a way of retaining personnel was considered by the validation committee to be essential for effectiveness. It seems logical that there would be a need to specify the policies and procedures in order for personnel to clearly understand their own responsibilities. In turn, with clearly understood job responsibilities, there may be more willingness on the part of employees to remain in the organization.

Almost all criteria under the topic of remuneration were validated which provides some indication of the validators' perceptions of the importance of ensuring adequate basic compensation for employees. Management's understanding and enacting of the master agreement (unionized contract) are areas closely aligned to this adequate compensation concept; criteria related to those areas were also validated.

The topics of promotion and the personnel classification system did not have any validated criteria. One might wonder if the reason for this occurrence is that the criteria are not part of the actual functions of the district office (i.e., not perceived as essential criteria for day-to-day operations).

Only one criterion was validated in the communication area, and this criterion related to information exchange with employees. Another effectiveness measure with direct employee involvement was one related to employee motivation. These criteria could be considered as "motivators" according

to Herzberg's classification (cf. p. 30); that is, the criteria would not merely avoid job dissatisfaction, but would instill incentive for improving job performance.

The need for an adequate staffing formula was another criterion validated in the section on retaining personnel. It appears that a staffing formula could provide an organization with techniques for forecasting personnel requirements, and, as well, would help assure that the employee's workload was manageable. Again, this criterion appears to be a more complex one than some of the previous ones described (e.g., those relating to listing, and specifying). The majority of the criteria on staffing the organization, however, were not validated (see Appendix F, p. 135). Several criteria related to staffing the organization received comments from individual committee members; specifying that a particular percentage of personnel be required in the organization at any one time was difficult because it depended on so many factors. Other validators commented on their inability to identify a specific time frame within which personnel should remain in the organization in order that an organization be effective. These comments may help explain why the criteria were not validated. The criteria were developed with the explicit intent that they be measurable. However, it would appear that being so explicit has made validation impossible for many of the criteria in this section.

Utilizing Personnel

In the utilization of personnel section, five of the criteria were validated; the majority were not considered to be effectiveness measures. This finding is surprising as, at the time of this study, cutbacks in hiring personnel would seem to force an emphasis on effectively utilizing the personnel that were presently employed. This issue has been discussed in the previous section (cf. p. 63).

Explicit Mandate

The validators considered that a statement of purpose for programs and services was critical for a district office's effectiveness. Perhaps having explicit mandates becomes even more important in times of organizational change and increasing public awareness of the organization.

Some of the criteria not validated related to having a written mandate for the organization. It seemed that having mandates for the programs and services was sufficient for district office effectiveness, perhaps because its primary function is the delivery of these programs and services. An organizational mandate which might include a broader focus on the total organization was not seen as essential for a district office.

Other criteria not validated related to legislated mandates. Some of the current programs of the organization under study have legislated mandates. However, the validation committee may have considered it unnecessary for

all programs and services to be legislated. Further, legislation of mandates may have been considered as being too restrictive for the organization.

Universe of Effectiveness Measures

Examination of the 47 validated criteria reveals similar components which recur throughout the four organizational effectiveness aspects of acquiring, retaining, and utilizing personnel, and the organizational mandate. A discussion of these follows.

The universe of effectiveness measures represented by the validated criteria can be defined largely by three components: a human resource planning component; a policies-procedures component; and an employee-oriented component. The human resource planning component was evident in the type of criteria chosen by the validators which, when accomplished, would provide information necessary for present and future planning. Specification of job qualifications required, staffing formulae which reflect appropriate workloads, and maintenance of employee records may also be seen as critical components of human resources planning.

The emphasis on policies and procedures was apparent in the stated need for having written procedures describing operationalization of policies, and providing these to new employees. A similar concept, but one having a broader scope, was the need for written mandates for programs and

services, and the need for procedures to interpret these mandates.

Almost all the other criteria that were validated could be classed as part of an employee-oriented component. Attention was given to providing the prospective employee with appropriate and current information, and to selecting competent employees. The process of selection of employees was defined; as well, the requirements for personnel responsible for recruitment and selection were specified. Remuneration of employees with comparable salaries, benefits, working conditions and incentive structures was seen as an essential component associated with acquiring and retaining personnel. Again the provision of appropriate information, this time for the new employee, was seen as a critical component. Maintaining a communication system for exchanging information with employees, having supervisors recognize attributes of their employees and having employees able to choose when to carry out work responsibilities all reflect the importance of the employee in the construct of organizational effectiveness.

Thus, the components of the construct of organizational effectiveness for this thesis are defined. The three components that emerge from the validated criteria describe a universe which is heavily focused on the role of employees, and to a lesser degree, on the need for planning and specifying policies, procedures and mandates. Does this pool of effectiveness criteria appear reasonable? A

comparison of each of the "universes" of effectiveness measures for the three groups of validators in the committee with the universe of effectiveness as represented by agreement of all these groups helps to shed light on this question.

The contents of the district managers' "universe" had two emphases: employee and administrative concerns. The organizational managers' "universe" could be viewed as focusing on human resource planning and the utilization of personnel, as well as on the processes and procedures of the organization. The theorists' "universe" consisted largely of areas focusing on employees as well as on policies and procedures and on human resource planning.

Whereas 47 criteria were validated, theorists considered 79 criteria to be measures of effectiveness, organizational managers 99, and district managers 145. It seems reasonable that the universe of validated criteria might more closely resemble the group with the lowest number of validated criteria (theorists) because of more similarity in the numbers of criteria considered essential rather than those of the other two groups where considerably more criteria were chosen as effectiveness measures. Nevertheless the focus of each group appears to have been evident in the validated criteria. The employee emphasis of the district managers and theorists, the planning emphasis of the organizational managers and theorists, and the policy and procedure emphasis which was present among all three groups

are evidence of a convergence of the three perspectives.

E. Measurement Instrument for Validated Criteria

The focus for the measurement of the criteria developed for this thesis was potentially threefold; that is the measurement of criteria could occur at the district level, the organizational level, or both the district and organizational level. The focus of measurement for the majority of the 47 validated criteria was specified in the wording of the criteria. In some cases, however, this was dependent upon the organization to which the criteria would be applied. For these latter criteria, selected social service managers in the organization under study were interviewed in order to identify the data sources for measurement.

The information gained was compiled to develop an instrument which identifies the sources of data for the measurement of each of the validated criteria (see Appendix G). The focus of measurement of the majority (32) of the 47 validated criteria was at both the district level and the organizational level. Only 9 of the criteria were focused solely at the district level, and 6 solely at the organizational level. The district office, then, is dependent in part on the large organization to be effective as evidenced by the large number of organizational criteria

which were measures of district office effectiveness.

Due to the specific nature of the validated criteria, the measurement instrument has obvious face validity since questions parallel each validated criterion.

F. Synopsis

In the previous four sections the results of this investigation have been presented. In this section a synopsis discussion of the chapter will be provided which highlights the significance of the major findings.

There were considerable differences in opinion among the three groups within the validation committee with regard to the number and type of criteria validated. This fact supports the organizational effectiveness literature, which suggested that various organizational levels have varying perceptions regarding which criteria measure organizational effectiveness (cf. p. 21).

There were 47 criteria validated out of the list of 205 criteria developed; that is, 47 criteria received 75% agreement from each of the three groups in the validation committee. The nature of the methodology chosen for this study dictated that the criteria be measurable, resulting in the 205 potential criteria identified being highly specific. Each criterion had to be considered absolutely essential for effectiveness and had to have a high level of agreement

(75%) from each of the divergent groups which constituted the committee of experts before it could be considered a "necessary" measure of effectiveness. Given this rigorous methodology, the results may be accepted with some degree of confidence; that is, one can be reasonably sure that the 47 validated criteria are in the universe of criteria which measure the effectiveness of social service district offices. It is probable, however, that the validated criteria do not constitute a "sufficient" definition (i.e., further criteria in the universe need identification).

An examination of the data sources for measurement of the validated criteria clearly indicates the complex nature of organizational effectiveness. Criteria which measure the effectiveness of social service organizations are focused at the district level, the organizational level and in the majority of cases at both levels. This finding helps to confirm the fact that in order to be effective, a district office is dependent on the larger organization for many of its functions. The district office, then, can only be held partially responsible for its effective operation.

In this section, the major findings have been highlighted. A summary of the complete investigation as well as conclusions and recommendations are presented in the next chapter.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

A. Summary

By means of a literature search and interviews with social service managers two hundred and five specific criteria related to acquisition, retention and utilization of personnel, and the presence of an organizational mandate were developed as potential measures of organizational effectiveness. The criteria were presented to individuals constituting a committee of twelve experts for content validation. The committee, composed of three groups representing organizational managers from a social service organization (n = 4), district managers from this same organization (n = 4), and organizational theorists from a university setting (n = 4), validated 47 criteria when 75% was used as the level of agreement required of each of the three groups in the committee.

The three groups of validators differed in the number of criteria they considered to be essential for effectiveness; namely, district managers judged 145 criteria out of 205 to be essential effectiveness measures, organizational managers chose 99, and theorists selected 79. The groups also differed in the types of criteria they considered essential for a district office to be effective.

District managers considered the largest range of criteria as measures of effectiveness including a large proportion of the criteria relating to retaining personnel, recruitment and selection of personnel, remuneration of personnel, and the organizational mandate. There was, however, less emphasis on human resource planning and utilization of personnel than on other topics considered to be essential by the district managers. The district managers appeared to have two main emphases in the criteria they considered essential: an employee-oriented emphasis, and an administrative emphasis.

The organizational managers selected criteria related to human resource planning, utilization of personnel, remuneration, and the employee's orientation as essential to measure the effectiveness of a social service district office. In addition to the focus on planning and utilizing personnel, the organizational managers tended to stress criteria related to the processes and procedures of the organization.

The theorists selected primarily those criteria related to human resource planning, remuneration, communication, recruitment and selection, and policies and procedures as essential measures of effectiveness. There was evidence of an employee-oriented focus as well as a lesser emphasis on administrative issues.

The district managers and organizational managers agreed most frequently on criteria as effectiveness measures

(81). The district managers and theorists agreed on 68 criteria, and the theorists and organizational managers agreed on 53 criteria as effectiveness measures.

The criteria that were validated by all three groups formed the universe of effectiveness criteria (for the aspects studied) for social service district offices. The validated criteria represent a wide range of topics from the aspects of the organization studied including: human resource planning, remuneration, recruitment and selection, orientation of the employee, policies and procedures, communication, employee motivation, employee records, and, the mandates of the programs and services of the organization.

Three components emerged when the 47 validated criteria were studied: a planning component, a policies-procedures component, and an employee-oriented component. Thus, it appeared that the three perspectives of the groups within the validation committee were evident in the universe of effectiveness measures.

The focus of measurement for the majority (32) of the 47 criteria was at both the district level and the organizational level of the organization. An instrument was developed to identify the data sources for measuring the validated criteria.

Limitations

The social service managers interviewed throughout the various phases of this study, and the members of the content validation committee were not randomly selected, and therefore, limitations are placed on the generalizability of the findings.

Caution must also be exercised in interpreting the results of the content validation committee because it is not known how well all the committee members adhered to the definition of a "necessary" criterion as being absolutely essential for a district office to be effective. There were comments made by six committee members (two members from each group) which indicated that they had distinguished between "desirable" and "necessary" criteria.

While considering these limitations the reader is reminded of the rigor of the methodology, in that the level of agreement required within each group judging the criteria was high (75%), and that all three groups had to agree. This, then, provides a reasonable degree of confidence for the findings.

The level of analysis was the district office level of the organization, and the organizational constituency considered was the social service decision makers. Limitations resulting from these considerations are such that the results may not be applicable to all organizational levels or to other organizational constituencies. In that the organization under study was undergoing reorganization,

further limitations are posed regarding generalizability.

B. Conclusions and Recommendations

In this investigation, an attempt was made to study the construct of organizational effectiveness. The problems noted in the literature are abundant; the model, level of analysis, organizational constituency, and time perspective are all factors which impinge on the criteria chosen to measure this construct. Many of the previous attempts at dealing with organizational effectiveness have been on a grand scale. In this study a fine-grained analysis of limited aspects of organizational effectiveness has been undertaken for a specific type of organization. The results are encouraging. From a theoretical perspective, a better understanding of organizational effectiveness criteria has emerged. The methodology tested did result in the validation of a considerable number of criteria, and one can be reasonably confident of the validity of the findings. The universe of organizational effectiveness measures that were determined shows evidence of the perspectives of each of the three groups of the validation committee. Thus, the approach selected for this investigation (use of a validation committee to content validate specific criteria which measure organizational effectiveness) would seem to be an appropriate one to use.

From a practical viewpoint, easy application of the validated criteria is possible with the instrument developed which identifies the data sources for measuring the criteria. It is recommended, however, that prior to use, the instrument be validated for the specific organization under study. While the instrument was developed specific to a social service organization, similar types of organizations may benefit from using it as well.

Thus, from a theoretical and practical perspective insight has been gained. This empirical study has provided a means of investigating the complex and diverse problem of organizational effectiveness. The general models previously used to study this construct have been rejected for a model designed to identify and validate specific criteria for only selected aspects. The methodology has proven useful for this purpose and offers promise for developing criteria describing other aspects of organizational effectiveness.

Determining effectiveness measures for social service organizations is at an early stage of development. This study, however, provides support for using a method of developing very specific criteria which outline detailed organizational tasks which potentially define an effective organization. It appears that use of such specific criteria would result in an increased understanding of organizational effectiveness, and the effectiveness measures which can be used in social service organizations.

It is recommended that further studies be conducted in social service organizations to investigate additional aspects of organizational effectiveness, and thereby seek to obtain a sufficient definition of the universe of organizational effectiveness. It is suggested that priority be given to delineating specific criteria for the remaining broad aspects of organizational effectiveness (i.e., the three other global criteria found in the pilot study, cf. p. 2) at all organizational levels, and for various organizational constituent groups. If this is done the potential for enhancing the process of identifying measures of effectiveness for social service organizations seems good.

The scope of this recommendation seems overwhelming. The process is demanding in terms of time and human resources. As determined in this study, the criteria validated were only a portion of those initially developed. As well, the interest and willingness of members of the content validation committee to allocate sufficient time to judge the specific criteria are critical if one is to give credibility to the findings. However, it is reasonable to conceive that this process could be conducted in phases (i.e., initially developing criteria for only one organizational level), and over a period of time a universe of measures of organizational effectiveness could be identified. Given the scarcity of organizational effectiveness criteria presently existing in social service

organizations, it would appear to be worth the effort.

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APPENDIX A

Global Organizational Effectiveness Criteria Identified in the Pilot Study

Global Organizational Effectiveness Criteria Identified in the Pilot Study

CATEGORY A: GOALS AND STRATEGIES

For the organization:

1 ... to have an explicit mandate.
2 ... to develop goals and objectives that are consistent with the organization's explicit mandate.
3 ... to develop goals and objectives at all levels of the organization.
4 ... to meet the established goals and objectives.
5 ... to systematically and methodically plan for its future.
6 ... to have the managers emphasize achievement of organizational goals.

CATEGORY B: OTHER OUTCOME MEASURES

For the organization:

7 ... to increase the independent functioning of its clients.
8 ... to have clients who are statisfied.
9 ... to have employees who are satisfied.
10 ... to maintain a high employee morale.
11 ... to minimize absenteeism and turnover rates.
12 ... to minimize cost in achieving the outcome of the organization.

CATEGORY C: PERSONNEL VARIABLES

For the organization:

13 ... to acquire, retain and utilize personnel who have appropriate competence and skills.
14 ... to develop personnel to their full potential.
15 ... to assist personnel in reaching their career goals.
16 ... to have reliable personnel who meet objectives without the necessity of followup and checking.
17 ... to obtain the personal commitment of employees to the organization.
18 ... to develop personnel policies and procedures regarding selection, training, appraising and compensation of personnel.
19 ... to facilitate the attainment of professional goals, modifying organizational goals if necessary.

Category C (continued)

20 ... to maintain a high level of professionalism.
21 ... to have relevant personnel participate in developing programs that directly affect them.
22 ... to have personnel participate in making decisions that directly affect them.
23 ... to have managers who support their subordinates.
24 ... to have managers facilitate interaction among its personnel.
25 ... to have its senior management use a participatory style of leadership.

CATEGORY D: ORGANIZATIONAL VARIABLES

For the organization:

26 ... to decentralize decision making to the lowest levels of the organization.
27 ... to change its structure in response to changing internal organizational needs.
28 ... to provide an adequate physical setting for its personnel.
29 ... to establish a system whereby information is communicated within the organization.
30 ... to have minimal tension and conflict.
31 ... to anticipate problems and develop timely solutions.

CATEGORY E: ENVIRONMENTAL VARIABLES

For the organization:

32 ... to interact with other organizations in its environment.
33 ... to obtain sanction for its purpose from the environment.
34 ... to be aware of and responsive to changing needs in the environment.
35 ... to successfully acquire scarce and valued resources (finances, clients, personnel).

APPENDIX B

Criteria Identified by the Literature as Measuring Organizational Effectiveness

Criteria Identified by the Literature as Measuring Organizational Effectiveness

Category*	Criteria	Researcher(s)
Goals	goal attainment	Coulter, 1979; Duncan, 1973; Etzioni, 1964; Gouldner, 1971
Other outcome measures	employee satisfaction	Friedlander and Pickle, 1968; Negandhi & Reimann, 1973
	absenteeisn & turnover	Campbell, 1977
	morale	Price, 1968
	productivity	Mahoney & Weitzel, 1969; Mott, 1972; Price, 1968
	profitably	Friedlander & Pickle, 1968; Negandhi & Reimann, 1973
	organizational growth	Katz & Kahn, 1966; Negandhi & Reimann, 1973
Personnel characteristics	manpower retention/ utilization	Negandhi & Reimann, 1973
	employee career development	Cameron, 1978
	employee personal development	Cameron, 1978
	interpersonal relations	Negandhi & Reimann, 1973
	reliability of personnel	Mahoney & Weitzel, 1969
	style of leadership	Bowers & Seashore, 1966

* Based on Ratsoy's (1981) model of organizational effectiveness variables.

	organizational commitment	Angle & Perry, 1981
Organizational variables	interdepartmental relations	Negandhi & Reimann, 1973
	conflict and cooperation	Georgopoulos & Tannenbaum, 1957; Mahoney & Weitzel, 1969
	absence of tension and conflict	Georgopoulos & Tannenbaum, 1957; Ghorpade, 1971
	adaptability/ flexibility	Duncan, 1973; Georgopoulos & Tannenbaum, 1957; Mott, 1972; Price, 1968
	planning	Mahoney & Weitzel, 1969
	decentralization	Negandhi & Reimann, 1973
	communication	Pennings, 1975
Environmental variables	acquisition of resources	Cameron, 1978; Cunningham, 1978; Katz & Kahn, 1966; Negandhi & Reimann, 1973; Yuchtman & Seashore, 1967
	interrelationship of structure & environment	Pennings, 1975
	control over environment	Hirsch, 1975; Katz & Kahn, 1966; Yuchtman & Seashore, 1967
	societal value	Friedlander & Pickle, 1968
	community interaction	Cameron, 1980

APPENDIX C

List of Criteria Sent to the Content Validation Committee

POTENTIAL CRITERIA FOR MEASURING EFFECTIVENESS

On the following pages you will find the potential criteria for measuring the effectiveness of a social service district office. Please note that there are four sections:

Section I Acquiring Personnel

Section II Retaining Personnel

Section III Utilizing Personnel

Section IV Mandate

Please indicate by checking the appropriate box whether or not each criterion is "necessary" (absolutely essential) for determining the effectiveness of a social service district office.

THANKS!!

SECTION I ACQUIRING PERSONNEL

A. HUMAN RESOURCE PLANNING

For a DISTRICT OFFICE to be effective in ACQUIRING personnel it is "NECESSARY" ...

For the DISTRICT OFFICE	YES	NO	For the ORGANIZATION	YES	NO
1.a. To list the optimal human resources (numbers and classification of personnel) needed to carry out programs and services for the district office.	☐	☐	1.b. To list the optimal human resources (numbers and classification of personnel) needed to carry out programs and services for the total organization.	☐	☐
2.a. To list the human resources minimally obtainable (numbers and classification of personnel) for the district office given current budget allocations.	☐	☐	2.b. To list the human resources minimally obtainable (numbers and classification of personnel) for the organization given current budget allocations.	☐	☐
3.a. To list the human resources (number and classification of personnel) currently working for the district office.	☐	☐	3.b. To list the human resources (number and classification of personnel) currently working for the total organization.	☐	☐
4.a. To maintain a current list of vacant positions for the district office.	☐	☐	4.b. To maintain a current list of vacant positions for the total organization.	☐	☐
5.a. To identify the time frame within which the vacant positions must be filled for the district office.	☐	☐	5.b. To identify the time frame within which the vacant positions must be filled for the total organization.	☐	☐
6.a. To project future district office retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	☐	☐	6.b. To project future organizational retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	☐	☐
7.a. To forecast future human resource needs of the district office knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	☐	☐	7.b. To forecast future human resource needs of the total organization knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	☐	☐

B. RECRUITMENT AND SELECTION

For a DISTRICT OFFICE to be effective in ACQUIRING personnel it is "NECESSARY"...

		YES	NO
1.	To have written policies and procedures pertaining to recruitment/selection of personnel.	☐	☐
2.	To observe those personnel responsible for recruitment/selection periodically (once every 6 months) to ensure that the written policy and procedures pertaining to recruitment of personnel are adhered to.	☐	☐
3.	To provide those personnel responsible for recruitment/selection with the job qualifications and responsibilities of the vacant position.	☐	☐
4.	To provide those personnel responsible for recuritment/selection with current information regarding the structure, purposes, and programs and services of the organization.	☐	☐
5.	To have those personnel responsible for recruitment/selection provide verbal or written information to the prospective employee on:		
	- the purposes of the organization	☐	☐
	- the nature and purposes of the programs and services of the organization	☐	☐
	- the overall structure of the organization (outline organizational chart, lines of authority)	☐	☐
	- the structure of the district office	☐	☐
	- their potential job responsibilities	☐	☐
	- wages, benefits and incentives	☐	☐
	- conditions of employment (hours and times of work, working space, etc.)	☐	☐
	- staff development opportunities	☐	☐
	- career development opportunities	☐	☐
	- a summary of the accomplishments of the organization	☐	☐
6.	To have sufficient personnel in the recruitment/selection program to avoid delay in recruiting positions.	☐	☐
7.	To provide recruitment and selection training to all personnel responsible for recruitment/selection.	☐	☐
* 8.	To review the recruitment/selection program annually by examining the success rate in appropriately filling the positions requested.	☐	☐
* 9.	To have the district office notify those personnel responsible for recruitment/selection within two days of knowing that there will be a vacant position.	☐	☐
10.	To have those personnel responsible for recruitment/selection specify the lead time required to recruit non-managerial staff.	☐	☐
11.	To have those personnel responsible for recruitment/selection specify the lead time required to recruit and select managers and supervisors.	☐	☐
12.	To have those personnel responsible for recruitment/selection maintain a current list of sources of human resources from which prospective employees may be recruited.	☐	☐
13.	To have those personnel responsible for recruitment/selection maintain a list of channels (media, professional schools, employment agencies, other organizations) by which the prospective employee can be made aware of available positions in the organization.	☐	☐
14.	To ensure that a policy exists whereby personnel for management positions are recruited from both within and outside the organization.	☐	☐
15.	To ensure that a policy exists whereby personnel for non-management positions are recruited from both within and outside the organization.	☐	☐

* These criteria were revised according to suggestions made by the validation committee. The revised criteria follow:

8.	To review the recruitment/selection program periodically (at least every two years) by examining the success rate in appropriately filling the positions requested.	☐	☐
9.	To have the district office notify (within one week) those personnel responsible for recruitment/selection when a position becomes vacant in the district office.	☐	☐

B. RECRUITMENT AND SELECTION (con't)

For a DISTRICT OFFICE to be effective in ACQUIRING personnel it is "NECESSARY"...

	YES	NO
16. To have the immediate supervisor participate in the final selection of future employees.	☐	☐
17. To develop standardized evaluation techniques (e.g., interviews, application form, references) for selecting among applicants.	☐	☐
18. To specify to those personnel responsible for selection the time frame within which the candidates must be selected.	☐	☐
19. To provide those personnel responsible for selection with information regarding the ratio of applicants to job openings.	☐	☐
20. To require each prospective employee to complete an application for employment.	☐	☐
21. To have the personnel responsible for selection screen out applicants due to inappropriate qualifications for the job responsibilities.	☐	☐
22. To interview for managerial positions all applicants who have the required qualifications and experience for the position.	☐	☐
23. To prepare a short list of candidates to interview for non-managerial positions, based on those applicants who have the most appropriate qualifications and experience.	☐	☐
24. To notify the applicants who will be interviewed within one week after the competition closing date (either by telephone or in writing).	☐	☐
25. To contact two or three references (principally those which relate to job experience or education background) of the interviewees who are potential candidates for positions.	☐	☐
26. To have those personnel responsible for selection compare the qualifications, experience, personal characteristics and potential contribution of the prospective employee with the job expectations before an employment decision is made.	☐	☐
27. To have flexibility in changing procedures of selection in order to procure scarce personnel.	☐	☐
28. To inform the candidate the time frame within which he/she will hear of the decision regarding the position.	☐	☐
29. To include with the offer of employment details of the job, working arrangements, and wages and benefits.	☐	☐
30. To have those personnel responsible for selection specify a time limit by which the successful candidate must reach a decision regarding the job offer.	☐	☐

C. JOB SPECIFICATIONS

For a DISTRICT OFFICE to be effective in ACQUIRING personnel it is "NECESSARY"...

1. To specify the knowledge qualifications for each unique personnel position in the district office.	☐	☐
2. To specify the skill qualifications for each unique personnel position in the district office.	☐	☐

C. JOB SPECIFICATIONS (con't)

For a DISTRICT OFFICE to be effective in ACQUIRING personnel it is "NECESSARY"...

	YES	NO
3. To specify the affective qualifications (attitude, motivation, etc.) for each unique personnel position in the district office.	☐	☐
4. To identify alternative qualifications for those specialized personnel who are or may be difficult to recruit.	☐	☐
5. To maintain a current list of job responsibilities for each unique personnel position in the district office.	☐	☐
6. To maintain a current list of conditions of employment for each unique personnel position in the district office.	☐	☐

D. REMUNERATION

For a DISTRICT OFFICE to be effective in ACQUIRING personnel it is "NECESSARY"...

1. To offer the prospective employee a salary comparable to those paid by other public service organizations for comparable work.	☐	☐
2. To offer the prospective employee benefits (insurance, travel allowance, pensions, etc.) comparable to those provided by other public service organizations.	☐	☐
3. To offer the prospective employee incentive structures (e.g., monetary, promotions) comparable to those provided by other public service organizations.	☐	☐
4. To offer the prospective employee conditions of employment (e.g., hours and times of work, working space, etc.) comparable to those provided by other public service organizations.	☐	☐

SECTION II RETAINING PERSONNEL

A. ORIENTATION

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

	YES	NO
1. To assign an employee from the district office the responsibility of coordinating the orientation of a new employee.	☐	☐
2. To process commencement of employment documents for a new employee quickly enough so that the employee is paid within the month he/she commences work.	☐	☐
3. To indicate (verbally or in writing) to a new employee the scope of the information that will be presented to him/her during orientation.	☐	☐
4. To specify the time by which the employee is expected to be familiar with the information received in orientation.	☐	☐
5. To specify the duties expected of each new employee.	☐	☐
6. To specify the supervisor(s) to whom the new employee is expected to report.	☐	☐
7. To provide a new employee within the first two weeks of employment:		
- a list of working conditions (e.g., hours of work and times of work)	☐	☐
- information regarding lunch facilities, coffee breaks, parking	☐	☐
- a list of pay and benefit schedules related to his/her position	☐	☐
- information regarding the history, programs and services of the organization	☐	☐
- policies and procedures of the organization	☐	☐
8. To have the new employee summarize and discuss the value of the orientation with his/her supervisor (at the end of the orientation period).	☐	☐

B. PERFORMANCE APPRAISAL

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To have discussion between the employee and his/her supervisor regarding the expected standards of performance of the employee.	☐	☐
2. To ensure that each new employee and his/her supervisor jointly appraise the employee's performance within six months of commencement of employment.	☐	☐
3. To ensure that a permanent employee and his/her supervisor jointly appraise the employee's performance annually.	☐	☐
4. To have the organization provide training in performance appraisal methods for supervisors and managers.	☐	☐

C. POLICIES AND PROCEDURES

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

	YES	NO
1. To have written policies on the operation of the programs and services		
(a) of the district office	☐	☐
(b) of the organization.	☐	☐
2. To have written procedures which describe the operationalization of the policies		
(a) for the district office	☐	☐
(b) for the organization.	☐	☐
3. To provide all employees with easy access (e.g., a copy in each office) to the policies and procedures of:		
(a) the district office	☐	☐
(b) the organization.	☐	☐

D. REMUNERATION

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To pay comparable salaries with those paid for comparable work in other public services organizations.	☐	☐
2. To adjust salaries of non-management personnel annually according to negotiated scales.	☐	☐
3. To provide comparable benefits (insurance, travel allowance, pensions) with those provided by other public service organizations.	☐	☐
4. To provide an incentive structure (e.g., monetary, promotions) which is comparable to other public service organizations.	☐	☐
5. To inform employees verbally or in writing of any proposed changes in pay structure and benefits.	☐	☐
6. To indicate to unionized employees where they can obtain a copy of the master agreement (negotiated contract) upon commencement of work.	☐	☐
7. To ensure that managers and supervisors are familiar with the master agreement (negotiated contract) such that its application is understood.	☐	☐
8. To ensure that the master agreement (negotiated contract) for unionized employees is enacted		
(a) by the district office	☐	☐
(b) by the organization.	☐	☐

E. PROMOTIONS

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

	YES	NO
1. To post information on promotion opportunities in a place visible to eligible employees.	☐	☐
2. To have a policy of "promotion-from-within"		
(a) in the district office	☐	☐
(b) in the organization.	☐	☐
3. To choose competence criteria above seniority when two or more candidates are being considered for promotion for		
(a) unionized positions	☐	☐
(b) non-unionized positions.	☐	☐

F. COMMUNICATION

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To maintain a system of communication whereby information is exchanged (verbally or in writing) to employees on changes which affect their daily responsibilities.	☐	☐
2. To invite reaction from employees (verbally, in writing, in group meetings) regarding the current programs and services provided.	☐	☐
3. To promote interaction with agencies in the community by inviting workers from these agencies to participate in case conferences, staff training sessions, etc.	☐	☐
4. To exchange information (verbally or in writing) with other community agencies with regard to programs and services.	☐	☐

G. CLASSIFICATION SYSTEM

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To have a personnel classification system which reflects the specific job responsibilities of the employees.	☐	☐
2. To classify positions when the job description no longer describes the duties of the employee.	☐	☐
3. To have an appeal system set up for dealing with matters of reclassification.	☐	☐

H. STAFFING THE ORGANIZATION

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

	YES	NO
1. To have a staffing formula which takes into account the volume and intensity of the workloads of employees		
(a) for the district office	☐	☐
(b) for the organization.	☐	☐
2. To have each new non-management personnel commence work at least one week prior to the incumbent's termination date.	☐	☐
3. To have each new management personnel commence work at least one week prior to the incumbent's termination date.	☐	☐
4. To interview an employee who has resigned (exit interview) to determine the reason for the resignation.	☐	☐
5. To have policies and procedures which do not conflict with the professional ethics of the employees that are hired.	☐	☐
6. To have at least 80% of the non-managerial positions filled at any one time		
(a) in the district office	☐	☐
(b) in the organization.	☐	☐
7. To have at least 80% of the managerial positions filled at any one time		
(a) in the district office	☐	☐
(b) in the organization.	☐	☐
8. To have non-management personnel remain in the same position for at least one year		
(a) in the district office	☐	☐
(b) in the organization.	☐	☐
9. To have management personnel remain in the same position for at least two years		
(a) in the district office	☐	☐
(b) in the organization.	☐	☐

I. STAFF DEVELOPMENT

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To have the supervisor discuss job expectations with a new employee in relation to training needs in order to plan for individualized staff development programs.	☐	☐
2. To have the supervisor indicate (verbally or in writing) to each of their respective employees the available staff development opportunities.	☐	☐
3. To have the supervisor outline (verbally or in writing) to each of their respective employees the procedure to request funds for staff development programs.	☐	☐

I. STAFF DEVELOPMENT (con't)

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

	YES	NO
4. To provide equal staff development opportunities for all employees		
(a) within the district office	☐	☐
(b) within the organization.	☐	☐
5. To have the organization provide qualified trainers (both in technical and teaching skills) for conducting staff development programs.	☐	☐
6. To meet the number of requests for staff development programs requested		
(a) by the district office	☐	☐
(b) by the organization.	☐	☐

J. EMPLOYEE MOTIVATION

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

For the employee:

1. To have the opportunity to make decisions regarding when to carry out ones job responsibilities, within the constraints set by management.	☐	☐
2. To participate in planning activities which directly affect his/her work environment.	☐	☐
3. To participate in decisions which directly affect his/her work environment.	☐	☐

K. RESOURCE ACQUISITION

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To obtain the financial resources requested to maintain programs and services		
(a) for the district office	☐	☐
(b) for the organization.	☐	☐
2. To obtain the personnel resources requested to maintain programs and services		
(a) for the district office	☐	☐
(b) for the organization.	☐	☐

K. RESOURCE ACQUISITION (con't)

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

	YES	NO
3. To market programs and services in such a fashion that clientele avail themselves of them.	☐	☐

L. PUBLIC IMAGE

For a DISTRICT OFFICE to be effective in RETAINING personnel it is "NECESSARY"...

1. To have clients express satisfaction (verbally or in writing) for specific programs, services and/or personnel		
(a) in the district office	☐	☐
(b) in the organization.	☐	☐
2. To receive minimal (less than five per month) negative feedback (verbal or written) regarding programs, services, and/or personnel in the district office.	☐	☐
3. To receive minimal (less than 20 per month) negative feedback (verbal or written) regarding programs, services, and/or personnel in the organization.	☐	☐
4. To receive minimal (less than five per month) negative media coverage regarding the programs, services and/or personnel in the district office.	☐	☐
5. To receive minimal (less than 20 per month) negative media coverage regarding the programs, services, and/or personnel in the organization.	☐	☐

SECTION III UTILIZING PERSONNEL

For a DISTRICT OFFICE to be effective in UTILIZING personnel it is "NECESSARY"...

	For the DISTRICT OFFICE	YES	NO		For the ORGANIZATION	YES	NO
1.a.	To maintain a current list of approved positions.	☐	☐	1.b.	To maintain a current list of approved positions.	☐	☐
2.a.	To maintain a current record of each employee's			2.b.	To maintain a current record of each employee's		
	- education	☐	☐		- education	☐	☐
	- skills	☐	☐		- skills	☐	☐
	- personal attributes	☐	☐		- personal attributes	☐	☐
	- employment history	☐	☐		- employment history	☐	☐
	- history of performance	☐	☐		- history of performance	☐	☐
3.a.	To anticipate human resource requirements (numbers of employees to be trained, promoted, transferred, recruited) if comparison of existing personnel and needs are incompatible.	☐	☐	3.b.	To anticipate human resource requirements (numbers of employees to be trained, promoted, transferred, recruited) if comparison of existing personnel and needs are incompatible.	☐	☐
4.a.	To allocate existing personnel resources by identifying:			4.b.	To allocate existing personnel resources by identifying:		
	- the man-years consumed by each type of leave	☐	☐		- the man-years consumed by each type of leave	☐	☐
	- the man-years consumed by each type of training	☐	☐		- the man-years consumed by each type of training	☐	☐
	- the total funds expended for the type of training	☐	☐		- the total funds expended for the type of training	☐	☐
	- the incidence of paid overtime	☐	☐		- the incidence of paid overtime	☐	☐
	- the cost of paid overtime	☐	☐		- the cost of paid overtime	☐	☐
	- the incidence of positions unfilled	☐	☐		- the incidence of positions unfilled	☐	☐
	- the duration of positions unfilled	☐	☐		- the duration of positions unfilled	☐	☐
	- the incidence of positions underfilled	☐	☐		- the incidence of positions underfilled	☐	☐
	- the duration of positions underfilled	☐	☐		- the duration of positions underfilled	☐	☐
	- the incidence of contract services	☐	☐		- the incidence of contract services	☐	☐
	- the cost of contract services	☐	☐		- the cost of contract services	☐	☐

For a DISTRICT OFFICE to be effective in
UTILIZING personnel it is "NECESSARY"...

For the DISTRICT OFFICE	YES	NO	For the ORGANIZATION	YES	NO
5.a. To place a qualified employee (in knowledge, skills, and attitude) in a position only after considering the compatibility between the employee's interests and the job responsibilities.	☐	☐	5.b. To place a qualified employee (in knowledge, skills, and attitude) in a position only after considering the compatibility between the employee's interests and the job responsibilities.	☐	☐
6.a. To have each employee's immediate supervisor recognize the particular skills and/or attributes of the employee in the work situation.	☐	☐	6.b. To have each employee's immediate supervisor recognize the particular skills and/or attributes of the employee in the work situation.	☐	☐
7.a. To have supervisors discuss career plans with his/her respective employees.	☐	☐	7.b. To have supervisors discuss career plans with his/her respective employees.	☐	☐
8.a. To require employees to correctly outline:			8.b. To require employees to correctly outline:		
- structure of the district office	☐	☐	- structure of the organization	☐	☐
- the programs and services of the district office	☐	☐	- the programs and services of the organization	☐	☐
- the scope of the policies and procedures	☐	☐	- the scope of the policies and procedures	☐	☐
- the sources of support regarding job responsibilities.	☐	☐	- the sources of support regarding job responsibilities.	☐	☐

SECTION IV MANDATE

For a DISTRICT OFFICE to be effective it is "NECESSARY". . .

	YES	NO
1. To have a written mandate (statement of purpose)		
(a) for programs and services of the organization	☐	☐
(b) for the organization.	☐	☐
2. To have the mandate legislated		
(a) for the programs and services of the organization	☐	☐
(b) for the organization.	☐	☐
3. To provide the district office with the authority to carry out the mandate		
(a) of the programs and services of the organization	☐	☐
(b) of the organization.	☐	☐
4. To outline procedures which provide interpretation for the		
(a) programs' and services' mandates	☐	☐
(b) organizational mandate.	☐	☐
5. To ensure that a mechanism is in place for systematically updating the procedures relating to any amendments of the mandate(s).	☐	☐
6. To have specific contact personnel responsible for interpretation of the mandate(s).	☐	☐
7. To invite and utilize suggestions from employees (verbally or in writing, or from group meetings) regarding revisions for		
(a) the programs and services' mandate	☐	☐
(b) the organization's mandate.	☐	☐
8. To provide all employees with easy access (e.g., a copy in each office) to legislation which defines the mandate(s)	☐	☐

APPENDIX D

Letter of Instruction to the Content Validation Committee

FACULTY OF MEDICINE
THE UNIVERSITY OF ALBERTA

DEPARTMENT OF HEALTH SERVICES ADMINISTRATION AND COMMUNITY MEDICINE

13-103 Clinical Sciences Building
EDMONTON, ALBERTA, CANADA
T6G 2G3
Telephone (403) 432-6407

June 11, 1982

Dear

Thank you for agreeing to be a member of the validation committee that will be determining appropriate criteria for measuring the effectiveness of specific aspects of social service organizations.

During a previous study, five broad criteria were found to be absolutely essential for a social service organization to be effective. These are, that the organization:

1. have an explicit mandate;
2. acquire, retain and utilize personnel with appropriate competence and skills;
3. establish a system whereby information is communicated within the organization;
4. interact with other organizations in its environment; and
5. successfully acquire scarce and valued resources.

For the present study which is my thesis, the first two of these general criteria have been selected as areas for which I will develop specific criteria. The enclosed pages contain the tentative criteria of effectiveness; the decision of the validation committee will determine which of these tentative criteria are absolutely necessary for effectiveness (in the specific areas delineated).

As a member of the validation committee, you are asked to indicate (by checking the appropriate column) whether or not each criterion outlined is "necessary" for determining the effectiveness of a social service district office. A "necessary" criterion is defined as being

absolutely essential (not merely desirable) to the effective operation of the district office. Because only a limited number of criteria are being studied, it is recognized that in designating the criterion as "necessary" this does not mean that you regard the criterion (or the set of "necessary" criteria) as "sufficient" in measuring the total effectiveness of a district office.

You are asked to evaluate these potential criteria as they pertain to effectiveness at the district office level of the social service organization. For the purposes of this thesis, the district office level is defined as the level responsible for the direct service delivery system. Social service organizations are defined (for this thesis) to be those agencies which provide generalized social services, such as the traditional child welfare and income security programs. The district office is part of the larger social service organization, and thus, some organizational criteria are included as they may be essential for measuring district office effectiveness.

Although attempts have been made to be comprehensive in delineating these criteria, you may feel that there are areas which haven't been covered, or that some of the criteria need to be modified before they could be considered "necessary" for the district office to be effective. Please feel free to make additions, deletions, and/or suggestions regarding the criteria.

Your response and those of the other validation committee members will be reviewed by this researcher. The modifications suggested may require a second draft of criteria to be developed. If this is the case, I would like to be able to ask you to repeat the process with the altered criteria.

Please contact me at one of the following numbers if you have any questions regarding this procedure: 432-8660, 437-3325.

I would appreciate receiving your reply by June 23rd.

Thank you again for your time and interest.

Yours sincerely,

Pauline S. Peters
MHSA Candidate

Enclosure
PSP/pm

APPENDIX E

Letter of Thanks Sent to the Content Validation Committee

FACULTY OF MEDICINE
THE UNIVERSITY OF ALBERTA

DEPARTMENT OF HEALTH SERVICES ADMINISTRATION AND COMMUNITY MEDICINE

13-103 Clinical Sciences Building
EDMONTON, ALBERTA, CANADA
T6G 2G3
Telephone (403) 432-6407

July 2, 1982

Dear [redacted]

I would like to thank you very much for participating in my thesis study as a member of the content validation committee. Your expertise and that of the other committee members has enabled me to be confident in using this validation procedure as part of the process of determining effectiveness criteria in social service organizations. I appreciate the time and interest you've taken.

Yours sincerely,

Pauline S. Peters
MHSA Candidate

APPENDIX F

Content Validation Committee Responses

KEY:

DM represents the District Managers

OM represents the Organizational Managers

T represents the Theorists

CV represents content valid

* indicates that the group considers the criterion necessary for effectiveness (i.e., at least 3 of the 4 members judged the criterion to be necessary)

✓ indicates that all three groups validated the criterion

VALIDATION COMMITTEE RESPONSES

SECTION I ACQUIRING PERSONNEL

A. HUMAN RESOURCE PLANNING

For the DISTRICT OFFICE	DM	OM	T	CV
1.a. To list the optimal human resources (numbers and classification of personnel) needed to carry out programs and services for the district office.		*		
2.a. To list the human resources minimally obtainable (numbers and classification of personnel) for the district office given current budget allocations.	*	*	*	✓
3.a. To list the human resources (number and classification of personnel) currently working for the district office.	*	*	*	✓
4.a. To maintain a current list of vacant positions for the district office.	*	*	*	✓
5.a. To identify the time frame within which the vacant positions must be filled for the district office.			*	
6.a. To project future district office retirements, transfers, promotions, demotions, separations, and absences due to educational leave.		*		
7.a. To forecast future human resource needs of the district office knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	*	*	*	✓

For the ORGANIZATION	DM	OM	T	CV
1.b. To list the optimal human resources (numbers and classification of personnel) needed to carry out programs and services for the total organization.	*		*	
2.b. To list the human resources minimally obtainable (numbers and classification of personnel) for the organization given current budget allocations.	*	*	*	✓
3.b. To list the human resources (number and classification of personnel) currently working for the total organization.	*	*	*	✓
4.b. To maintain a current list of vacant positions for the total organization.	*	*	*	✓
5.b. To identify the time frame within which the vacant positions must be filled for the total organization.				
6.b. To project future organizational retirements, transfers, promotions, demotions, separations, and absences due to educational leave.		*	*	
7.b. To forecast future human resource needs of the total organization knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	*	*	*	✓

B. RECRUITMENT AND SELECTION

	DM	OM	T	CV
1. To have written policies and procedures pertaining to recruitment/selection of personnel.	*		*	
2. To observe those personnel responsible for recruitment/selection periodically (once every 6 months) to ensure that the written policy and procedures pertaining to recruitment of personnel are adhered to.				
3. To provide those personnel responsible for recruitment/selection with the job qualifications and responsibilities of the vacant position.	*	*	*	✓
4. To provide those personnel responsible for recuritment/selection with current information regarding the structure, purposes, and programs and services of the organization.	*	*	*	✓
5. To have those personnel responsible for recruitment/selection provide verbal or written information to the prospective employee on:				
- the purposes of the organization	*		*	
- the nature and purposes of the programs and services of the organization	*		*	
- the overall structure of the organization (outline organizational chart, lines of authority)	*			
- the structure of the district office	*		*	
- their potential job responsibilities	*	*	*	✓
- wages, benefits and incentives	*	*	*	✓
- conditions of employment (hours and times of work, working space, etc.)	*	*	*	✓
- staff development opportunities	*		*	
- career development opportunities	*		*	
- a summary of the accomplishments of the organization				
6. To have sufficient personnel in the recruitment/selection program to avoid delay in recruiting positions.	*	*		
7. To provide recruitment and selection training to all personnel responsible for recruitment/selection.	*	*	*	✓
+ 8. To review the recruitment/selection program annually by examining the success rate in appropriately filling the positions requested.				
+ 9. To have the district office notify those personnel responsible for recruitment/selection within two days of knowing that there will be a vacant position.				
10. To have those personnel responsible for recruitment/selection specify the lead time required to recruit non-managerial staff.				
11. To have those personnel responsible for recruitment/selection specify the lead time required to recruit and select managers and supervisors.				
12. To have those personnel responsible for recruitment/selection maintain a current list of sources of human resources from which prospective employees may be recruited.		*		
13. To have those personnel responsible for recruitment/selection maintain a list of channels (media, professional schools, employment agencies, other organizations) by which the prospective employee can be made aware of available positions in the organization.	*	*		
14. To ensure that a policy exists whereby personnel for management positions are recruited from both within and outside the organization.	*		*	
15. To ensure that a policy exists whereby personnel for non-management positions are recruited from both within and outside the organization.	☆	☆		
16. To have the immediate supervisor participate in the final selection of future employees.			*	
17. To develop standardized evaluation techniques (e.g., interviews, application form, references) for selecting among applicants.	*			
18. To specify to those personnel responsible for selection the time frame within which the candidates must be selected.	*	*		

\+ These criteria were revised according to suggestions made by the validation committee. The revised criteria follow:

8. To review the recruitment/selection program periodically (at least every two years) by examining the success rate in appropriately filling the positions requested.				
9. To have the district office notify (within one week) those personnel responsible for recruitment/selection when a position becomes vacant in the district office.				

B. RECRUITMENT AND SELECTION (con't)

	DM	OM	T	CV
19. To provide those personnal responsible for selection with information regarding the ratio of applicants to job openings.				
20. To require each prospective employee to complete an application for employment.	*	*		
21. To have the personnel responsible for selection screen out applicants due to inappropriate qualifications for the job responsibilities.	*		*	
22. To interview for managerial positions all applicants who have the required qualifications and experience for the position.	*			
23. To prepare a short list of candidates to interview for non-managerial positions, based on those applicants who have the most appropriate qualifications and experience.				
24. To notify the applicants who will be interviewed within one week after the competition closing date (either by telephone or in writing).	*			
25. To contact two or three references (principally those which relate to job experience or education background) of the interviewees who are potential candidates for positions.	*	*	*	✓
26. To have those personnel responsible for selection compare the qualifications, experience, personal characteristics and potential contribution of the prospective employee with the job expectations before an employment decision is made.	*	*	*	✓
27. To have flexibility in changing procedures of selection in order to procure scarce personnel.	*	*	*	✓
28. To inform the candidate the time frame within which he/she will hear of the decision regarding the position.	*		*	
29. To include with the offer of employment details of the job, working arrangements, and wages and benefits.	*	*	*	✓
30. To have those personnel responsible for selection specify a time limit by which the successful candidate must reach a decision regarding the job offer.	*	*		

C. JOB SPECIFICATIONS

1. To specify the knowledge qualifications for each unique personnel position in the district office.	*	*		
2. To specify the skill qualifications for each unique personnel position in the district office.	*	*	*	✓
3. To specify the affective qualifications (attitude, motivation, etc.) for each unique personnel position in the district office.	*			
4. To identify alternative qualifications for those specialized personnel who are or may be difficult to recruit.	*	*	*	✓
5. To maintain a current list of job responsibilities for each unique personnel position in the district office.	*			
6. To maintain a current list of conditions of employment for each unique personnel position in the district office.	*			

D. REMUNERATION

1. To offer the prospective employee a salary comparable to those paid by other public service organizations for comparable work.	*	*	*	✓
2. To offer the prospective employee benefits (insurance, travel allowance, pensions, etc.) comparable to those provided by other public service organizations.	*	*	*	✓
3. To offer the prospective employee incentive structures (e.g., monetary, promotions) comparable to those provided by other public service organizations.	*		*	
4. To offer the prospective employee conditions of employment (e.g., hours and times of work, working space, etc.) comparable to those provided by other public service organizations.	*	*	*	✓

SECTION II RETAINING PERSONNEL

	DM	OM	T	CV
A. ORIENTATION				
1. To assign an employee from the district office the responsibility of coordinating the orientation of a new employee.	*	*	*	✓
2. To process commencement of employment documents for a new employee quickly enough so that the employee is paid within the month he/she commences work.				
3. To indicate (verbally or in writing) to a new employee the scope of the information that will be presented to him/her during orientation.	*			
4. To specify the time by which the employee is expected to be familiar with the information received in orientation.	*	*	*	✓
5. To specify the duties expected of each new employee.	*	*	*	✓
6. To specify the supervisor(s) to whom the new employee is expected to report.	*	*	•	
7. To provide a new employee within the first two weeks of employment:				
- a list of working conditions (e.g., hours of work and times of work)	*	*		
- information regarding lunch facilities, coffee breaks, parking	*	*		
- a list of pay and benefit schedules related to his/her position			*	
- information regarding the history, programs and services of the organization	*	*	*	✓
- policies and procedures of the organization				
8. To have the new employee summarize and discuss the value of the orientation with his/her supervisor (at the end of the orientation period).				
B. PERFORMANCE APPRAISAL				
1. To have discussion between the employee and his/her supervisor regarding the expected standards of performance of the employee.	*			
2. To ensure that each new employee and his/her supervisor jointly appraise the employee's performance within six months of commencement of employment.	*		*	
3. To ensure that a permanent employee and his/her supervisor jointly appraise the employee's performance annually.	*			
4. To have the organization provide training in performance appraisal methods for supervisors and managers.	*		*	
C. POLICIES AND PROCEDURES				
1. To have written policies on the operation of the programs and services				
(a) of the district office	*	*		
(b) of the organization.	*	*	*	✓
2. To have written procedures which describe the operationalization of the policies	*			
(a) for the district office	*		~	
(b) for the organization.	*	*	*	✓
3. To provide all employees with easy access (e.g., a copy in each office) to the policies and procedures of:	*			
(a) the district office				
(b) the organization.				

	DM	OM	T	CV
D. REMUNERATION				
1. To pay comparable salaries with those paid for comparable work in other public services organizations.	*	*	*	✓
2. To adjust salaries of non-management personnel annually according to negotiated scales.	*	*	*	✓
3. To provide comparable benefits (insurance, travel allowance, pensions) with those provided by other public service organizations.	*	*	*	✓
4. To provide an incentive structure (e.g., monetary, promotions) which is comparable to other public service organizations.	*	*	*	✓
5. To inform employees verbally or in writing of any proposed changes in pay structure and benefits.	*		*	
6. To indicate to unionized employees where they can obtain a copy of the master agreement (negotiated contract) upon commencement of work.				
7. To ensure that managers and supervisors are familiar with the master agreement (negotiated contract) such that its application is understood.	*	*	*	✓
8. To ensure that the master agreement (negotiated contract) for unionized employees is enacted				
(a) by the district office	*	*	*	✓
(b) by the organization.	*	*		
E. PROMOTIONS				
1. To post information on promotion opportunities in a place visible to eligible employees.	*	*		
2. To have a policy of "promotion-from-within"				
(a) in the district office				
(b) in the organization.				
3. To choose competence criteria above seniority when two or more candidates are being considered for promotion for				
(a) unionized positions	*	*		
(b) non-unionized positions.	*	*		
F. COMMUNICATION				
1. To maintain a system of communication whereby information is exchanged (verbally or in writing) to employees on changes which affect their daily responsibilities.	*	*	*	✓
2. To invite reaction from employees (verbally, in writing, in group meetings) regarding the current programs and services provided.	*		*	
3. To promote interaction with agencies in the community by inviting workers from these agencies to participate in case conferences, staff training sessions, etc.	*		*	
4. To exchange information (verbally or in writing) with other community agencies with regard to programs and services.	*		*	
G. CLASSIFICATION SYSTEM				
1. To have a personnel classification system which reflects the specific job responsibilities of the employees.	*		*	
2. To classify positions when the job description no longer describes the duties of the employee.	*		*	
3. To have an appeal system set up for dealing with matters of reclassification.	*			

H. STAFFING THE ORGANIZATION

	DM	OM	T	CV
1. To have a staffing formula which takes into account the volume and intensity of the workloads of employees				
(a) for the district office	*	*	*	✓
(b) for the organization.	*	*		
2. To have each new non-management personnel commence work at least one week prior to the incumbent's termination date.				
3. To have each new management personnel commence work at least one week prior to the incumbent's termination date.				
4. To interview an employee who has resigned (exit interview) to determine the reason for the resignation.				
5. To have policies and procedures which do not conflict with the professional ethics of the employees that are hired.			*	
6. To have at least 80% of the <u>non-managerial</u> positions filled at any one time				
(a) in the district office	*			
(b) in the organization.	*			
7. To have at least 80% of the <u>managerial</u> positions filled at any one time				
(a) in the district office	*			
(b) in the organization.	*			
8. To have <u>non-management personnel</u> remain in the same position for at least one year				
(a) in the district office	*			
(b) in the organization.	*			
9. To have <u>management personnel</u> remain in the same position for at least two years				
(a) in the district office	*			
(b) in the organization.	*			

I. STAFF DEVELOPMENT

1. To have the supervisor discuss job expectations with a new employee in relation to training needs in order to plan for individualized staff development programs.	*			
2. To have the supervisor indicate (verbally or in writing) to each of their respective employees the available staff development opportunities.	*		*	
3. To have the supervisor outline (verbally or in writing) to each of their respective employees the procedure to request funds for staff development programs.	*			
4. To provide equal staff development opportunities for all employees				
(a) within the district office	*			
(b) within the organization.	*			
5. To have the organization provide qualified trainers (both in technical and teaching skills) for conducting staff development programs.	*			
6. To meet the number of requests for staff development programs requested				
(a) by the district office				
(b) by the organization.				

	DM	OM	T	CV
J. EMPLOYEE MOTIVATION				
For the employee:				
1. To have the opportunity to make decisions regarding when to carry out ones job responsibilities, within the constraints set by management.	*	*	*	✓
2. To participate in planning activities which directly affect his/her work environment.		*		
3. To participate in decisions which directly affect his/her work environment.	*			
K. RESOURCE ACQUISITION				
1. To obtain the financial resources requested to maintain programs and services				
(a) for the district office			*	
(b) for the organization.	*			
2. To obtain the personnel resources requested to maintain programs and services				
(a) for the district office	*			
(b) for the organization.	*			
3. To market programs and services in such a fashion that clientele avail themselves of them.			*	
L. PUBLIC IMAGE				
1. To have clients express satisfaction (verbally or in writing) for specific programs, services and/or personnel				
(a) in the district office				
(b) in the organization.				
2. To receive minimal (less than five per month) negative feedback (verbal or written) regarding programs, services, and/or personnel in the district office.				
3. To receive minimal (less than 20 per month) negative feedback (verbal or written) regarding programs, services, and/or personnel in the organization.				
4. To receive minimal (less than five per month) negative media coverage regarding the programs, services and/or personnel in the district office.	*			
5. To receive minimal (less than 20 per month) negative media coverage regarding the programs, services, and/or personnel in the organization.		*		

SECTION III UTILIZING PERSONNEL

For the DISTRICT OFFICE	DM	OM	T	CV
1.a. To maintain a current list of approved positions.	*	*		
2.a. To maintain a current record of each employee's				
- education	*	*	*	✓
- skills	*	*	*	✓
- personal attributes	*	*		
- employment history	*	*	*	✓
- history of performance	*	*	*	✓
3.a. To anticipate human resource requirements (numbers of employees to be trained, promoted, transferred, recruited) if comparison of existing personnel and needs are incompatible.	*			
4.a. To allocate existing personnel resources by identifying:				
- the man-years consumed by each type of leave		*		
- the man-years consumed by each type of training		*		
- the total funds expended for the type of training				
- the incidence of paid overtime	*	*		
- the cost of paid overtime		*		
- the incidence of positions unfilled	*	*		
- the duration of positions unfilled	*	*		
- the incidence of positions underfilled	*			
- the duration of positions underfilled	*			
- the incidence of contract services	*	*		
- the cost of contract services		*		
5.a. To place a qualified employee (in knowledge, skills, and attitude) in a position only after considering the compatibility between the employee's interests and the job responsibilities.		*	*	
6.a. To have each employee's immediate supervisor recognize the particular skills and/or attributes of the employee in the work situation	*	*	*	✓
7.a. To have supervisors discuss career plans with his/her respective employees.	*		*	
8.a. To require employees to correctly outline:				
- structure of the district office				
- the programs and services of the district office				
- the scope of the policies and procedures				
- the sources of support regarding job responsibilities.				

For the ORGANIZATION	DM	OM	T	CV
1.b. To maintain a current list of approved positions.		*	*	
2.b. To maintain a current record of each employee's				
- education		*	*	
- skills		*		
- personal attributes		*		
- employment history		*	*	
- history of performance		*	*	
3.b. To anticipate human resource requirements (numbers of employees to be trained, promoted, transferred, recruited) if comparison of existing personnel and needs are incompatible.	*			
4.b. To allocate existing personnel resources by identifying:				
- the man-years consumed by each type of leave	*	*		
- the man-years consumed by each type of training	*	*		
- the total funds expended for the type of training				
- the incidence of paid overtime	*	*		
- the cost of paid overtime	*	*		
- the incidence of positions unfilled	*	*		
- the duration of positions unfilled	*	*		
- the incidence of positions underfilled	*			
- the duration of positions underfilled	*			
- the incidence of contract services	*	*		
- the cost of contract services	*	*		
5.b. To place a qualified employee (in knowledge, skills, and attitude) in a position only after considering the compatibility between the employee's interests and the job responsibilities.		*		
6.b. To have each employee's immediate supervisor recognize the particular skills and/or attributes of the employee in the work situation.	*	*		
7.b. To have supervisors discuss career plans with his/her respective employees.	*	*		
8.b. To require employees to correctly outline:				
- structure of the organization				
- the programs and services of the organization				
- the scope of the policies and procedures				
- the sources of support regarding job responsibilities.				

SECTION IV MANDATE

	DM	OM	T	CV
1. To have a written mandate (statement of purpose)				
(a) for programs and services of the organization	*	*	*	✓
(b) for the organization.	*			
2. To have the mandate legislated				
(a) for the programs and services of the organization	*			
(b) for the organization.	*			
3. To provide the district office with the authority to carry out the mandate				
(a) of the programs and services of the organization	*	*	*	✓
(b) of the organization.	*	*		
4. To outline procedures which provide interpretation for the				
(a) programs' and services' mandates	*	*	*	✓
(b) organizational mandate.	*			
5. To ensure that a mechanism is in place for systematically updating the procedures relating to any amendments of the mandate(s).	*	*	*	✓
6. To have specific contact personnel responsible for interpretation of the mandate(s).				
7. To invite and utilize suggestions from employees (verbally or in writing, or from group meetings) regarding revisions for				
(a) the programs and services' mandate	*	*		
(b) the organization's mandate.				
8. To provide all employees with easy access (e.g., a copy in each office) to legislation which defines the mandate(s)	*			

APPENDIX G

Sources of Data for Measurement of the Validated Criteria

SOURCES OF DATA FOR MEASUREMENT OF THE VALIDATED CRITERIA

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION I ACQUIRING PERSONNEL A. Planning For the Organization and the District Office:		
1,2, To list the human resources minimally obtainable (numbers and classification of personnel) given current budget allocations.	Contact: Personnel Administration and Finance Administration - Given the current budget allocations, list the numbers and classifications of personnel that were minimally obtainable.	Contact: District Office Manager and Personnel Administrator - Did you request a budget for personnel? If so, did you receive the total budget? - If you did not receive the total budget, how did you allocate the money received to obtain personnel? - How many and what classification of personnel did you choose?
3,4, To list the human resources (number and classification of personnel) currently working.	Contact: Personnel Administration and Finance Administration - Do you have a list of the number and classification of the personnel currently working in the organization?	Contact: District Office Manager and Personnel Administrator - Do you have a (or can you) list of the number and classification of the personnel currently working in the district office?
5,6, To maintain a current list of vacant positions.	Contact: Personnel Administration and Finance Administration - Do you have a current list of vacant positions in the organization?	Contact: District Office Manager and Personnel Administrator - Do you have a current list of the vacant positions in the district office?
7,8, To forecast future human resource needs knowing the projected retirements, transfers, promotions, demotions, separations, and absences due to educational leave.	Contact: Personnel Administration, and Personnel responsible for planning - What are the organization's projected retirements transfers promotions demotions separations absences due to educational leave? - What are the forecasted future human resource needs based on these projections?	Contact: District Office Manager and Personnel Administrator - What are the district office's projected retirements transfers promotions demotions separations absences due to educational leave ? - What are the forecasted human resource needs based on these projections?

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION I ACQUIRING PERSONNEL B. Recruitment and Selection 9. To provide those personnel responsible for recruitment/ selection with the job qualifications and responsibilities of the vacant position.	Contact: Personnel Administration. - Do you receive information regarding the job qualification and responsibilities of the position from the district office where the vacant position is located? - If yes, verbal or written information? Contact: Personnel who directly recruit and select employees - Do you receive information regarding the job qualifications and responsibilities of positions prior to recruiting and selection for the positions?	Contact: District Office Manager and Personnel Administrator - Do you provide the personnel responsible for recruitment/ selection with information regarding the job qualification and responsibilities of the position which is vacant?
10. To provide those personnel responsible for recruitment/selection with current information regarding the structure, purposes, and programs and services of the organization.	Contact: Personnel who directly recruit and select employees - Did you receive current information regarding the structure, purposes, programs, and services of the organization prior to recruiting and selecting personnel? - Do you have written material which outlines this information?	Contact: District Office Managers and other personnel who directly recruit and select employees. - Did you receive current information regarding the structure, purposes, programs, and services of the organization prior to recruiting and selecting personnel?
To have those personnel responsible for recruitment/selection provide verbal or written information to the prospective employee on: 11. - the potential job responsibilities 12. - wages, benefits and incentives 13. - conditions of employment (hours and times of work, working space, etc.)	Contact: Personnel who directly recruit and select. - What type of information do you provide to the prospective employee? - How or when does the prospective employee receive this information?	Contact: Employees who have recently been hired. - Prior to being hired for your position did you receive verbal or written information on: - potential job responsibilities? - wages, benefits and incentives? - conditions of employment (hours and times of work, working space, etc.)?

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION I ACQUIRING PERSONNEL		
14. To provide recruitment and selection training to all personnel responsible for recruitment/selection.	Contact: Staff Development and Personnel Administration - Do you provide recruitment and selection training to personnel responsible for recruitment/selection? Contact: Personnel who directly recruit and select employees - Did you receive any training with regard to recruiting and selecting employees?	Contact: Personnel who directly recruit and select employees - Did you receive any training with regard to recruiting and selecting employees?
15. To contact two or three references (principally those which relate to job experience or education background) of the interviewees who are potential candidates for positions.	Contact: Personnel who directly recruit and select employees - Are references of interviewees contacted? - How many references? What kind? - How do you choose which references to contact?	Contact: Employees who have recently been hired. - Do you know if any of your references were contacted prior to your being hired? If so, How many?
16. To have those personnel responsible for selection compare the qualifications, experience, personal characteristics and potential contribution of the prospective employee with the job expectations before an employment decision is made.	Contact: Personnel who directly select employees. - What criteria do you use in making an employment decision? - Please provide an example of a job description and the characteristics of the person that made you decide to hire the person.	Contact: Personnel who directly select employees. - What criteria do you use in making an employment decision? - Please provide an example of a job description and the characteristics of the person that made you decide to hire the person.
17. To have flexibility in changing procedures of selection in order to procure scarce personnel.	Contact: Personnel Administration - Are any of the positions difficult to fill because of lack of personnel? - Are special procedures for selection used in order to procure scarce personnel? Contact: Personnel directly selecting employees - Are special procedures for selection used in order to procure scarce personnel?	Contact: District office manager and other personnel who directly select employees. - Are any of the positions difficult to fill because of lack of personnel? - Are special procedures for selection used in order to procure scarce personnel?

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION I ACQUIRING PERSONNEL 18. To include with the offer of employment details of the job, working arrangements, and wages and benefits.	Contact: Personnel Administration - What information do you include with the offer of employment?	Contact: Personnel who directly select employees - What information do you include with an offer of employment? Contact: Employees who have recently been hired. - What information did you receive with your offer of employment?
C. Job Specifications 19. To specify the skill qualifications for each unique personnel position in the district office.	Not Applicable	Contact: District Office Manager and Personnel Administrator - Are the skill qualifications specified for each unique personnel position in the district office?
20. To identify alternative qualifications for those specialized personnel who are or may be difficult to recruit.	Contact: Personnel Administration - Do you have any specialized positions which are difficult to fill? If so, what steps do you take to recruit to these positions?	Contact: District Office Manager - Do you have any specialized positions which are difficult to fill? If so, - What steps do you take to recruit to these positions? - Do you identify alternate qualifications for these specialized personnel?
D. Remuneration 21. To offer the prospective employee a salary comparable to those paid by other public service organizations for comparable work.	Contact: Central government administration and the organization's Personnel administration - What criteria are used in setting salaries for employees? - How do salaries compare to other public service agencies?	Not Applicable
22. To offer the prospective employee benefits (insurance, travel allowance, pensions, etc.) comparable to those provided by other public service organizations.	Contact: Central government administration and the organization's Personnel administration	Not Applicable

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION I ACQUIRING PERSONNEL	- What criteria are used in setting employee benefits? - How do employee benefits compare with other public service agencies? - Do you have a method by which you compare salaries benefits conditions of employment among public service agencies?	
23. To offer the prospective employee conditions of employment (e.g., hours and times of work, working space, etc.) comparable to those provided by other public service organizations.	Contact: Central government administration and the organization's Personnel administration - What criteria are used in determining conditions of employment for employees? - How do conditions of employment (hours and times of work, working space) compare with other public service organizations?	Contact: District Office Manager - How do conditions of employment (hours and times of work, working space) for employees in this office compare with other district offices?
SECTION II RETAINING PERSONNEL A. Orientation 24. To process commencement of employment documents for a new employee quickly enough so that the employee is paid within the month he/she commences work.	Contact: Personnel Administration/Finance Administration - How long does it take to process commencement of employment documents? - How soon do new employees usually receive their first pay cheque?	Contact: Personnel Administrator and supervisors - How soon are commencement of employment documents processed in the district office? Contact: Employees who have recently been hired - Were you paid within the month you commenced work?
25. To specify the duties expected of each new employee.	Not Applicable	Contact: New Employees - Were your expected duties specified to you? If so, When? By whom?
26. To specify the supervisor(s) to whom the new employee is expected to report.	Not Applicable	Contact: New Employees - Do you know who the supervisor(s) is to whom you are expected to report? - When was this made clear to you?

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION II RETAINING PERSONNEL 27. To provide a new employee, within the first two weeks of employment: policies and procedures of the organization.	Not Applicable	Contact: New Employees - Were you provided with the policies and procedures of the organization? - When did you receive them?
B. Policies and Procedures 28. To have written procedures which describe the operationalization of the policies for the district office.	Contact: Each Program Director - Are there written procedures which describe the operationalization of the policies of your program?	Contact: District Office Manager - Do you have written procedures describing the operationalization of the policies for the district office?
29. To provide all employees with easy access (e.g., a copy in each office) to the policies and procedures of the district office.	Not Applicable	Contact: District Office Manager - Do employees have access to the policies and procedures of the district office? - Where are there copies of such information?
C. Remuneration 30. To pay comparable salaries with those paid for comparable work in other public service organizations.	Contact:[1] Central government administration and the organization's Personnel Administration - What criteria are used in setting salaries for employees? - How do salaries compare with other public service organizations?	Not Applicable
31. To adjust salaries of non-management personnel annually according to negotiated scales.	Contact: Central government administration and the organization's Personnel Administration - Are salaries of non-management personnel adjusted? - What are the criteria for adjusting the salaries of non-management personnel?	Not Applicable

[1] The questions noted here are the same as those posed under remuneration in the section of acquiring personnel.

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION II RETAINING PERSONNEL		
32. To provide comparable benefits (insurance, travel allowance, pensions) with those provided by other public service organizations.	Contact: Central government administration and the organization's Personnel Administration - What type of benefits are available for employees? - How do benefits (insurance, travel allowance, pensions) compare with other public service organizations?	Not Applicable
33. To provide an incentive structure (e.g., monetary, promotions) which is comparable to other public service organizations.	Contact: Central government administration and the organization's Personnel Administration - Are there incentive structures available for employees? If so, - How do these compare with other public service organizations?	Not Applicable
34. To ensure that managers and supervisors are familiar with the master agreement (negotiated contract) such that its application is understood.	Contact: Personnel administration - How do managers and supervisors become familiar with the master agreement? - What arrangements are made such that managers understand the application of the master agreement? - Do you have orientation for managers and supervisors regarding the master agreement?	Contact: District Office Manager - How do managers and supervisors become familiar with the master agreement? - What arrangements are made such that managers understand the application of the master agreement?
35. To ensure that the master agreement (negotiated contract) for unionized employees is enacted by the district office.	Contact: Personnel administration - What is the procedure you use to handle complaints from District office unionized employees regarding master agreement grievances?	Contact: District Office Manager - Have you had any complaints from employees regarding the enactment of the master agreement?

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION II RETAINING PERSONNEL D. Communication 36. To maintain a system of communication whereby information is exchanged (verbally or in writing) to employees on changes which affect their daily responsibilities.	Contact: Organization's Senior Management and Program Directors - What is the process by which employees are informed of changes which will affect their job responsibilities?	Contact: District Office Manager - How do employees learn about changes which affect their daily responsibilities?
E. Staffing the Organization For the district office: 37. To have a staffing formula which takes into account the volume and intensity of the workloads of employees.	Not Applicable	Contact: District Office Manager - Do you have a staffing formula for allocating work to employees? If so, - Does it take into account the volume and intensity of the workload of the employee?
F. Employee Motivation For the employee: 38. To have the opportunity to make decisions regarding when to carry out one's job responsibilities, within the constraints set by management.	Not Applicable	Contact: District Office Manager and Supervisors - Can employees choose the time frame within which to carry out their job responsibilities? Contact: Employees - Can you choose when to carry out your job responsibilities? - What constraints are there on such decisions?
SECTION III UTILIZING PERSONNEL For the district office to maintain a current record of each employee's 39. - education 40. - skills 41. - employment history 42. - history of performance	Not Applicable	Contact: District Office Manager and Personnel Administrator - Do you have a current record of each employee's education, skills, employment history, history of performance? - Is it updated periodically? How often?

VALIDATED CRITERIA	ORGANIZATIONAL FOCUS	DISTRICT OFFICE FOCUS
SECTION III UTILIZING PERSONNEL		- Randomly select personnel files to check for a record of each of the items listed previously. - Is there current information with regard to a staff development program or courses taken? - Is there a current history of performance?
43. For the district office to have each employee's immediate supervisor recognize the particular skills and/or attributes of the employee in the work situation.	Not Applicable	Contact: Each supervisor - How often do you provide supervision to your employees? - Comment on the types of things you look for during supervision. - Randomly selecting some personnel files of each supervisor, check performance appraisal forms to see if particular skills or attributes are mentioned.
SECTION IV MANDATE 44. To have a written mandate (statement of purpose) for programs and services of the organization.	Contact: Program Directors - Is there a written statement of purpose for each of your programs?	Contact: District Office Manager - Does the district office have a copy of the written mandates for the programs and services of the organization?
45. To provide the district office with the authority to carry out the mandates of the programs and services of the organization.	Contact: Program Directors - Is there written or verbal authorization for the district office to carry out the mandates of the programs and services of the organization?	Contact: District Office Manager - Do you have the authority (verbal or written) to carry out the mandates of the programs and services of the organization?
46. To outline procedures which provide interpretation for the programs and services' mandates.	Contact: Program Directors - Are there procedures outlined for interpretation of each program's mandate?	Contact: District Office Manager - Are there procedures outlined for the district office which provide for the interpretation of the programs and service mandates?
47. To ensure that a mechanism is in place for systematically updating the procedures relating to any amendments of the mandates.	Contact: Program Directors - What is the mechanism for updating the procedures for amendments to the mandates?	Contact: District Office Manager - How do you receive information regarding amendments of the mandates?